

COTTONWOOD HEIGHTS

ORDINANCE NO. 24 AN ORDINANCE ADOPTING A GENERAL PLAN

WHEREAS, the “Municipal Land Use, Development, and Management Act,” UTAH CODE ANN. §10-9a-101 *et seq.*, as amended (the “*Act*”), provides that each municipality shall prepare and adopt a comprehensive, long-range general plan; and

WHEREAS, the Act requires the municipality’s planning commission to prepare the general plan and submit it to the municipality’s legislative body; and

WHEREAS, the Act also provides certain procedures for the municipality’s legislative body to adopt the general plan; and

WHEREAS, on 14 January 2005, the city council (the “*Council*”) of the city of Cottonwood Heights (the “*City*”) enacted its Ordinance No. 05-10 adopting a general plan (the “*Original Plan*”) for the City and requesting the City’s planning commission (the “*Planning Commission*”) to promptly initiate the process to make and recommend to the City Council a new general plan for the City in compliance with UTAH CODE ANN. §§10-9a-401 through -404; and

WHEREAS, following adoption of Ordinance No. 05-10, the Planning Commission prepared a new general plan (the “*New Plan*”) for the City; and

WHEREAS, on 1 June 2005 and on 15 June 2005, public hearings were held before the Planning Commission concerning the New Plan, where citizens were given the opportunity to provide written or oral comment concerning the proposed New Plan; and

WHEREAS, following the public hearing on 15 June 2005, the Planning Commission voted to recommend the New Plan to the Council for adoption; and

WHEREAS, on 21 June 2005, the Planning Commission presented the New Plan to the Council and recommended its adoption; and

WHEREAS, on 28 June 2005, following presentation of the New Plan by the Planning Commission, a public hearing was held before the Council concerning the New Plan, where citizens again were given the opportunity to provide written or oral comment concerning the proposed New Plan; and

WHEREAS, following the 28 June 2005 public hearing, the New Plan was amended to respond, in part, to citizen comments; and

WHEREAS, the Council met in regular meeting on 26 July 2005 to consider, among other things, adopting the New Plan, as amended, as the new general plan for the City; and

WHEREAS, after careful consideration of the recommendations of the Planning Commission and the comments at the public hearing, the Council has determined that it is in the best interest of the health, safety and welfare of the citizens of the City to adopt the New Plan, as amended, as the new general plan for the City;

NOW, THEREFORE, BE IT ORDAINED by the city council of the city of Cottonwood Heights as follows:

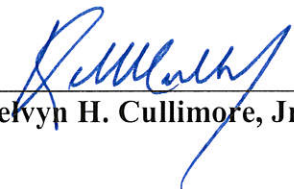
Section 1. Adoption of New Plan. The Council hereby adopts the New Plan, as amended, as the new general plan (the "General Plan") for the City. A photocopy of the New Plan is attached as an exhibit hereto. From and after the effective date of this ordinance, the Original Plan shall be superseded by the New Plan, and the Original Plan shall be of no further force or effect.



Section 2. Amendment of General Plan. Pursuant to the authority granted in the Act, the Council shall have, and hereby expressly reserves, the right to amend the city's general plan at any time or from time to time hereafter for any purpose upon recommendation by the Planning Commission following all appropriate public notices and hearings required by the Act.

This Ordinance, assigned no. 24, shall take immediate effect as soon as it shall be published or posted as required by law and deposited and recorded in the office of the City's recorder, or such later date as may be required by Utah statute.

PASSED AND APPROVED this 26th day of July 2005.

COTTONWOOD HEIGHTS CITY COUNCIL

By 
Kelvyn H. Cullimore, Jr., Mayor

ATTEST 

Linda Dunlavy, Recorder

VOTING:

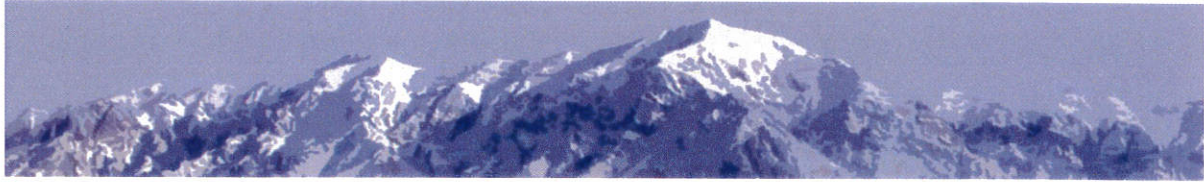
Kelvyn H. Cullimore, Jr.	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>
Gordon M. Thomas	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>
J. Scott Bracken	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>
Don J. Antczak	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>
Bruce T. Jones	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>

DEPOSITED in the Recorder's office this 26th day of July 2005.

POSTED this ___ day of July 2005.

WST\CH\188.2

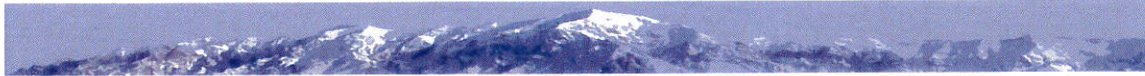
Cottonwood Heights



General Plan

July 26, 2005

Acknowledgements



Mayor

Kelvyn H. Cullimore, Jr. – Mayor

City Council

Kelvyn H. Cullimore, Jr. - Mayor
Gordon M. Thomas - District One
J. Scott Bracken - District Two
Don J. Antczak - District Three
Bruce T. Jones - District Four
Liane Stillman – City Manager

Planning Commission

Sue Ryser - District One
J. Thomas Bowen - District One
Jerri A. Harwell - District One
Geoff Armstrong - District Two
Blaine Davis - District Two
Gordon Nicholl - District Three
Jim Keane - District Three
JoAnn Frost - District Four
Doug Haymore - District Four

City Staff

Kevin Smith, AICP - Community Development Director
Michael Black - City Planner

Planning Consultants

Cooper Roberts Simonsen Associates
Soren Simonsen, AICP, AIA, LEED
Kelly Gillman, ASLA, APA
Laura Hanson, APA
Susie Petheram, APA

Jones and Stokes
Charles Klingenstein, AICP
Jennifer Bassett-Hales

Fehr and Peers
Maria Vyas, AICP

Wikstrom Economics
Karen Wikstrom, AICP

Table of Contents



I.	Introduction/Community Vision	1
1.1	General Plan Purpose and Authority	1
1.2	What is a General Plan?.....	1
1.3	Amending the Plan	2
1.4	Community Vision Statement	3
1.5	Guiding Principles of the Plan.....	4
1.6	General Plan Goals	7
1.7	Planning Process.....	8
1.8	Approval Process	8
1.9	Area History	8
II.	Land Use.....	11
2.1	Background and Introduction.....	11
2.2	Goals, Objectives, and Policies	12
2.3	Existing Land Use Conditions.....	14
2.4	Opportunities and Constraints	15
2.5	Land Use Plan	16
2.6	Urban Design Recommendations	22
2.7	Tools and Implementation Strategies.....	25
2.8	Citizen Comments	26
	 Map 2.1 Urban Boundaries Map	
	Map 2.2 City Wide Land Use Map	
III.	Transportation	29
3.1	Background and Introduction.....	29
3.2	Goals, Objectives, and Policies	30
3.3	Existing Transportation Conditions.....	32
3.4	Transportation Plan	36
3.5	Tools and Implementation Strategies.....	38
3.6	Citizen Comments	38
	 Map 3.1 Roadway Classification Map	
	Map 3.2 Existing and Future Volumes Map	
	Map 3.3 Existing and Future Transit Map	
	Map 3.4 Potential Pedestrian Activity Areas Map	
	Map 3.5 Future Roadway Improvements Map	
IV.	Parks and Open Space.....	40
4.1	Background and Introduction.....	40
4.2	Goals, Objectives, and Policies	41
4.3	Existing Park and Open Space Conditions.....	42
4.4	Parks and Open Space Plan	45
4.5	Park Development Recommendations.....	48
4.6	Tools and Implementation Strategies.....	49
4.7	Citizen Comments	53
	 Map 4.1 Parks and Open Space Map	

V.	Urban Trails.....	55
5.1	Background and Introduction.....	55
5.2	Goals, Objectives, and Policies	55
5.3	Existing Urban Trail Conditions	56
5.4	Urban Trails Plan	57
5.5	Tools and Implementation Strategies	59
5.6	Citizen Comments	62
	Map 5.1 Urban Trails Map	
VI.	Social and Economic Conditions.....	64
6.1	Background and Introduction.....	64
6.2	Goals, Objectives, and Policies	65
6.3	Existing Socioeconomic Conditions.....	66
6.4	Economic Development Plan	71
6.5	Citizen Comments	73
VII.	Housing	75
7.1	Background and Introduction.....	75
7.2	Goals, Objectives, and Policies	78
7.3	Existing Housing and Demographic Conditions	79
7.4	Affordability Analysis.....	83
7.5	Supply of Housing in Cottonwood Heights	86
7.6	Costs of Housing in Cottonwood Heights	90
7.7	Housing Plan	93
7.8	Tools and Implementation Strategies	95
VIII.	Annexation	102
8.1	Background and Introduction.....	102
8.2	Goals, Objectives, and Policies	103
8.3	Existing Annexation Area Conditions.....	103
8.4	Shared Boundary Considerations.....	105
	Map 8.1 Annexation Area	
	Map 8.2 Single-Family Home Values	
	Map 8.3 Aerial Image	
IX.	Natural Environment	106
9.1	Background and Introduction.....	106
9.2	Goals, Objectives, and Policies	108
9.3	Existing Natural Environment Conditions	112
9.4	Tools and Implementation Strategies	122
9.5	Citizen Comments	124
	Map 9.1 Topography Map	
	Map 9.2 Wildfire Hazard Map	
	Map 9.3 Dominant Vegetation Map	
	Map 9.4 Hydrology Map	
	Map 9.5 Landslide Map	
	Map 9.6 Seismic and Liquefaction Map	
	Map 9.7 Slope Map	
	Map 9.8 Soil Constraints Map	
	Map 9.9 Soils Map	

APPENDICIES

A.	Open Space Preservation Tools	125
B.	Trail and Open Space Funding Sources	129
C.	Affordable Housing Programs.....	132



Chapter I

Introduction

Cottonwood Heights incorporated on January 14, 2005, and establishing a General Plan for the city was one of the first priorities. The purpose of this General Plan is to provide a comprehensive guide for future development of the City. Previously, the Cottonwood Heights community was guided by a Community Master Plan, administered by Salt Lake County and adopted in 1992.

1.1 General Plan Purpose and Authority

Utah State law requires that each city prepare and adopt a comprehensive, long-range General Plan to focus on present and future needs of the city as well as address growth and development of land within the community. Each city “may determine the comprehensiveness, extent, and format of the General Plan.” (Utah Code annotated. 10-9-301)

1.2 What is a General Plan?

A General Plan sets out to capture and articulate a common vision for residents, businesses, property owners, city staff, and officials for future growth and develop of the community. It is a guiding document adopted by the community to help decision-makers evaluate development proposals and implement a desired future for the community. According to *The Practice of Local Government Planning*:

“First, it is a physical plan. Although a reflection of social and economic values, the plan is fundamentally a guide to the physical development of the community. It translates values into a scheme that describes how, why, when, and where to build, rebuild, or preserve the community.

“A second characteristic of the General Plan is that it is long-range, covering a time period greater than one year, usually five years or more.

INTRODUCTION

"A third characteristic of the general development plan is that it is comprehensive. It covers the entire city geographically – not merely one or more sections. It also encompasses all the functions that make a community work, such as transportation, housing, land use, utility systems, and recreation. Moreover, the plan considers the interrelationships of functions.

"Finally, a plan is a guide to decision-making by the Planning Commission and the governing board and mayor or manager..."

A General Plan typically has a life of around five years, but looks forward at least 20 years to anticipate how the community will accommodate changes in population, demographic, economic and social trends. Developing the Cottonwood Heights General Plan is an opportunity to consider the community as it is today, determine what is working well, and what needs to change to make it better. The General Plan also gives Cottonwood Heights an opportunity to plan for anticipated changes in community priorities, transportation options, and changing demands for various land uses such as housing, commerce, and open space. After the Cottonwood Heights General Plan is adopted, the City should develop zoning ordinances, development guidelines and other means for implementing the plan. Similar to the General Plan, these should be revised and updated as necessary.

Cottonwood Heights intends to follow the *consistency doctrine*, and adopt the appropriate regulatory tools to implement and uphold the General Plan. Robert Lincoln, author of *Implementing the Consistency Doctrine, Modernizing State Planning Statutes*, defines the consistency doctrine as:

"[T]he consistency doctrine is the expression of the idea that plans are documents that describe public policies that the community intends to implement and not simply a rhetorical expression of the community's desires." If there is no statutory consequence for failing to plan and no requirement that land-use regulations such as zoning be consistent with the plan one wonders, "Why plan at all?"

(*The Growing Smart Working Papers*, Vol. 1, PAS Report No. 462/463, American Planning Association.)

1.3 Amending the Plan

A General Plan is typically revisited and revised every few years in response to changing community priorities, technologies, market demands, or other unforeseen circumstances. All amendments to the General Plan should consider and not be in conflict with the following principles:

- Support economic sustainability
- Promote efficient use of land, natural resources, and public infrastructure
- Provide community amenities and benefits
- Protect environmentally sensitive lands, viewsheds, and open spaces
- Support convenient and safe transportation networks for both automobile and transit
- Support alternate modes of transportation including bicycle and pedestrian
- Create safe attractive neighborhoods and protect residential quality of life
- Minimize conflicts between adjacent land uses
- Consider present and future housing needs for the full range of social and economic circumstances of residents
- Recognize and respect rights of individual property owners

1.4 Community Vision Statement

Cottonwood Heights is a community that highly values its history of a well-maintained residential community. The preservation of quality of life is of utmost importance to residents and business owners. Cottonwood Heights views itself as a city where residents, tourists, businesses, and government come together to create an attractive, safe, and well-maintained community where people are proud to live, learn, work, and recreate.

Residents of Cottonwood Heights have chosen to live here because they enjoy the current quality of life, aesthetics, recreational opportunities, mix of land uses, and patterns of development that the City provides. The primary vision of the Cottonwood Heights General Plan is to ensure that these qualities are maintained and preserved. The community likes Cottonwood Heights the way it is, and the intent of the General Plan is to protect the characteristics of the City that residents' value. In general, the General Plan carries forward the status quo, while recommending selected improvements to enhance specific attributes of the City and the services it provides.

The City is proud of its stunning backdrop and hopes to preserve viewsheds, hillsides, and enhance connections between the city and the canyons. Residents place a high value on natural open spaces and the views of the surrounding undeveloped mountains. Protection of streams, natural vegetation, open spaces, and scenic views with ridgeline protection measures will preserve this natural beauty for the enjoyment of future generations. Cottonwood Heights does, however, recognize the need to respect private property rights. Where hillside properties or areas of open space on the hillsides are privately owned, the city will work with property owners to ensure development of their property is conducted in a manner as consistent as possible with preserving viewsheds and ridgelines.

The City is interested in ensuring a harmony of land uses, and maintaining existing densities and land use patterns. Residents insist on high quality development and urban design. One key characteristic of Cottonwood Heights is the clean appearance of the City. Residents take pride in their homes and strive to maintain them appropriately. In residential areas, the City desires to increase access to parks and open space, and provide convenient recreational facilities. In commercial areas, the City desires well-maintained, attractive streetscapes with lighting and landscaping, attractive and enduring architecture, restrained use of signs, and landscaped parking areas. Residents and business-owners make individual investments to the community by beautifying their environment through well-maintained homes and businesses. The City is working alongside these stakeholders by beautifying the City and enhancing the City image, especially in gateway areas and activity centers.

The City is interested in improving the function and appearance of City streets, and increasing the variety of transportation options. The ideal is a transportation system that balances safety, service, community character, and convenience. Cottonwood Heights strives to provide a circulation network that accommodates all modes of transportation. Alternatives to the automobile will increase accessibility to those residents and patrons not well served by private vehicles, enrich the community and its neighborhoods, and contribute to the community's quality of life.

The City has expressed an interest in creating more permanent open spaces and parks; and protecting those that already exist. Citizens value the variety of recreational opportunities available. Both formal programs and informal recreational opportunities exist, which can be enjoyed by both the very young and the elderly. Parks and playgrounds are scattered throughout the City, and surrounding areas such as Big and Little Cottonwood Canyons provide a variety of outdoor recreational opportunities.

A network of urban trails is a desire of the City and its residents. A trail system would allow residents, both young and elderly, to easily access the resources of the City without driving. Public places should be linked to residential neighborhoods, the canyons, and commercial areas

INTRODUCTION

by a well-maintained trail system and landscaped roadways, so that the community's amenities are noticeable and convenient for visitors and residents. Use of public and/or civic property for trail alignments should take priority, and trail alignments should not require removal of housing units or condemnation of private property.

The city is economically sustainable and has vibrant business districts. One of the premier office locations in the Salt Lake Valley, Cottonwood Heights is home to a number of national business headquarters. Cottonwood Heights strives to maintain a supportive and friendly environment for these businesses as they help define a significant part of the city's economic base. "Home grown" businesses have been a staple of the community for years, but have difficulty competing against larger retailers. Cottonwood Heights values these small, locally owned businesses and is supportive of helping these businesses become a stronger economic force.

As the gateway to the valley's largest ski-resorts, with easy access to valley-wide transportation systems, Cottonwood Heights welcomes visitors and tourists and is uniquely situated to build upon tourism as a contributor to its economic base. The City strives to attract businesses that will serve the needs of the residents and tourists, ~~that will help~~ promote the attractive image and appearance of the community, ~~that will~~ support and increase the general income and prosperity of the City, and ~~that will~~ complement the City's character as a gateway to the canyons.

1.5 Guiding Principles of the Plan

As an extension of community vision, General Plan guiding principles have been developed. These principles are the basis of the General Plan goals and objectives. The City envisions itself as a well-maintained, safe, family-friendly community that embraces the natural beauty and open spaces of its surroundings. Based on public involvement efforts associated with this planning process, the following guiding principles articulate the residents' and city officials' feelings and aspirations for the Cottonwood Heights community. *A summary of the following specific guiding principles is repeated at the beginning of each chapter of the General Plan for ease of reference.*

Land Use

The community places a high value on the quality of their low-density residential neighborhoods. A balance between future development and preservation of current quality of life must be attained when addressing land use designations. The Land Use Element will maintain the traditional single-family neighborhood as the predominant housing style. The community wishes to protect low-density residential neighborhoods from incompatible uses. If developed, vacant land in the interior of low-density areas should be developed in a manner consistent with the surrounding development. Where possible, the city could consider acquiring these areas to be set aside for parks or open spaces. Additionally, more intense uses, or traffic from more intense uses, should not intrude on low-density neighborhoods. The community supports new residential development that has a minimal impact on natural resources, open space, and scenic vistas.

The Land Use Element should encourage a variety of easily accessible retail services. Neighborhood and community shopping centers should be located at the intersection of arterial streets. Commercial centers should be developed at a range of scales and densities that are compatible with the area they serve. The Land Use Element should foster and promote activity centers for social interaction and community activities by utilizing appropriate urban design elements. Low-density neighborhoods should be protected from higher intensity commercial areas by transitional use buffers.

Transportation

Transportation networks are crucial to city life, ensuring that residents can travel to work, school, parks, stores, and homes. The City must strike a balance between mobility and access: traffic should flow smoothly through major corridors, without unreasonably limiting access to adjacent areas. Cottonwood Heights should be a place with safe streets, including spaces for people to

walk. Transit service should be frequent and efficient, and connect residents with regional transit lines for access to outlying destinations.

Parks and Open Space

Parks and open space are an important element of city life, providing green space for use in both passive and active ways. The City places a high priority on park and open spaces and the value it contributes to the community and quality of life. In addition, The City identifies itself as a gateway to the canyons, the Wasatch Mountains, and the natural and recreational opportunities they provide.

The City also has an interest in preserving open spaces within and around the existing City. Maintaining current parks, open spaces, and recreational opportunities is important to the community and there is interest in ensuring that schools scheduled for closure will remain in public ownership and can be used for recreation. The Cottonwood Heights Recreation Service District will continue to be an important partner in providing recreational services, activities, and facilities.

Urban Trails

Utilizing urban trails, the City would like to develop, where possible, a network of open space corridors and greenbelt parks that link the City's park spaces together, as well as connect to other trails and open space destinations surrounding the city. Trails will be for use by non-motorized vehicles only and will provide health and recreation opportunities as well as an alternative means of commuting within the City and to surrounding areas. Development of trails must respect private property rights and use of public land for trails should take first priority.

While the City is primarily suburban, there is an interest in expanding opportunities for pedestrians and bicyclists throughout the City. These trails will link not only locations within the city together, but will also strive to connect to the extensive public open spaces to the east of the City, wherever possible. Connections with both Big and Little Cottonwood Canyons will connect residents of Cottonwood Heights to dozens of trails and other recreational opportunities.

Socioeconomic

The City will build on its current positive image and quality of life to maintain its position as a premiere office location in the Salt Lake Valley, a regional retail hub, and a residential suburb with beautiful homes. Additional amenities will be added to serve not only residents and employees in the area, but also tourists and skiers heading to Big and Little Cottonwood Canyons.

Housing

Cottonwood Heights is home to a variety of housing, including apartments, condominiums, and single-family housing dwellings, which range from affordable, entry-level homes to high-end residences. The city provides a range of housing options including:

- Price ranges (affordable, moderate and upper-income);
- Product types (apartments, condominiums, single-family, etc.);
- Special needs and group housing (homeless, housing for the disabled, elderly housing, etc.); and
- Life cycle housing (entry level and senior housing).

The city currently meets the statutory requirements set forth in Section 10-9a-403 of the state code, and provides an adequate supply of affordable housing opportunities. However, the city is interested in providing expanded opportunities for affordable owner-occupied and senior housing where such development is appropriate and consistent with zoning and neighborhood density.

Annexation

The City shares a common boundary with other cities except on its southern boundary where the only potential for annexation exists. Three areas have been identified for possible future

INTRODUCTION

annexation. Annexation may serve a number of purposes. First, Cottonwood Heights is interested in establishing and beautifying the city's gateways, and annexation would provide an opportunity to further define the entrances to the city. Second, annexation of areas along the foothills would help ensure that any future development of these areas is consistent with the goals and objectives of this General Plan. Lastly, annexation would bring a number of amenities into the city boundaries that many residents currently enjoy. These include the open space along the foothills, the Oakdale Elementary School, and the Willow Creek Country Club. The city is open to annexing areas to meet these goals subject to laws and continuity of service delivery. The city recognizes that annexation must be initiated by the residents of the potential annexation area.

Natural Environment

A balance must be maintained between development on private property, recreational activities, and the natural environment for Cottonwood Heights to continue enjoying a viable and healthy economy and a desirable quality of life. Since our natural environment is interdependent with the larger community surrounding City, it is also important to work with surrounding communities and landowners (public and private) to ensure that local efforts are successful on a broader scale. Preserving and enhancing the existing natural environment is highly desirable to maintain the quality of life and to remain economically competitive with other communities along the Wasatch Front. It is important to work cooperatively with state and federal governmental agencies to resolve these issues. Environmental considerations must be part of community land use planning, recreational development, and the planning of large-scale developments.

The City desires to preserve, enhance, and protect the natural features and the aesthetic qualities they provide to residents and visitors alike. Such natural features are ridgelines, hillsides, stream corridors, flood plains, and areas with significant vegetation. These are all features that make Cottonwood Heights appealing as a place to visit and live. Success in developing this balance will include efforts to support:

- Innovative, fair and consistent land use regulations;
- Protection and restoration of the area's ecosystem;
- Ecological awareness and educational outreach; and
- Environmental management.

1.6 General Plan Goals

Each element of the General Plan begins with a series of Goals and Objectives that are used to guide the development of the recommendations included in those elements. The goals are the heart of the General Plan, and are reprinted in this section to set the tone and outline a framework for the subsequent General Plan elements. These goals should be re-visited as part of the natural process of reviewing the General Plan approximately every five years.

Land Use

Goal 1: Preserve the quality of life and existing image of the City.

Goal 2: Protect foothills, viewsheds, and natural open spaces through coordination with private landowners as appropriate.

Goal 3: Achieve efficient use of land and public infrastructure.

Goal 4: Encourage economic development and protect tax base.

Transportation

Goal 1: Cottonwood Heights should be a safe and pleasant place for pedestrians.

Goal 2: Provide residents with transportation choices and convenient alternative modes of travel.

Goal 3: Manage the City's road network to balance access, mobility, and safety.

Parks and Open Space

Goal 1: Preserve and protect natural open spaces and view corridors to the foothills through coordination with private landowners as appropriate.

Goal 2: Maintain high quality parks and recreation facilities and recreation programs.

Goal 3: Provide for equally distributed parks and open space opportunities throughout the City where possible.

Urban Trails

Goal 1: Consider developing a network of urban trails for the citizens of Cottonwood Heights that ensure safe travel for alternative modes of transportation.

Goal 2: Develop safe pedestrian routes to schools and other facilities as part of the urban trails network.

Goal 3: Collaborate with the Utah Department of Transportation to develop context sensitive solutions to trails on state highways.

Socioeconomic

Goal 1: Develop and maintain a strong and well-balanced economic base in the community.

Goal 2: Develop a vibrant town/community center.

Annexation

Goal 1: Preserve and improve the character of Cottonwood Heights' borders in cooperation with adjacent municipalities.

Goal 2: Provide for efficient service delivery and logical, simple boundaries.

Goal 3: Welcome annexation of possible annexation areas subject to laws and continuity of service delivery.

Housing

Goal 1: Preserve the current quality of life by maintaining an appropriate range of housing options and choices.

Goal 2: Increase the vitality of neighborhoods by supporting owner-occupancy in selected zones, and, where feasible, options for more senior housing..

Goal 3: Ensure a smooth blend and integration of new residential development.

Natural Environment

Goal 1: Risks to life and property as a result of natural hazards found in the natural environment should be minimized including risks associated with flooding, slope failure, seismic activity, unstable soils and wildfires.

Goal 2: Environmental resources of the City should be protected including water quality, wildlife habitat, scenic quality, hillsides, ridgelines, vegetation, and wetlands.

1.7 Planning Process

Cottonwood Heights incorporated as a city on January 14, 2005. A six-month development moratorium was adopted shortly after incorporation to give the City time to develop a General Plan to guide development in the City. The City undertook a planning process to develop this document to guide planning and development decisions in the city over the next few years.

A comprehensive public participation process has taken place as part of the preparation of this document. Six public scoping workshops were held in the month of March 2005. Hundreds of citizens participated in these workshops, providing written and graphic comments concerning the future of the City. A separate workshop was organized specifically for business owners in the City. Data collected from these workshops was compiled into a series of maps and written documents.

INTRODUCTION

Citizens were asked at these workshops to help identify goals and issues to be considered in the General Plan process. Comments gathered through these workshops and through an unscientific survey served as a “wish list” for Cottonwood Heights that did not consider financial, political, or physical feasibility.

The comments received through these public involvement efforts were evaluated for feasibility, combined with information gathered from city officials and staff, and formulated into a DRAFT General Plan. A community open house was held on April 28, 2005 to present the draft documents to be incorporated into the General Plan. These materials were also available for review for a one-month period. Comments received at the open house and afterwards were used to guide the preparation of this General Plan.

1.8 Approval Process

The Cottonwood Heights Planning Commission conducted public hearings in June 2005 to receive comment and input on the Cottonwood Heights General Plan update. On June 21, 2005 the Cottonwood Heights Planning Commission made a formal recommendation to the City Council on the adoption the General Plan. After conducting the required public hearings throughout June, the Cottonwood Heights City Council adopted the Cottonwood Heights General Plan on July 26, 2005.

1.9 Area History – Mayor’s revision

Although Cottonwood Heights didn’t incorporate as a city until January, 2005, its roots extend back to the first pioneer settlers in the valley. Near what is now Fort Union Blvd and 2700 East early settlers established a community center with a church and a school. Among the earliest settlers of the area were six colorful brothers, the “Butler Brothers” who were lumbermen – complete with wagons, teams and sawmills. There were also four McGhie brothers and their families. Legend has it that they called a town meeting to organize their community and there was one more Butler than McGhie at the meeting, therefore the community received the name “Butler” rather than “McGhie”. Natives differ on this name; some say it was named “Butlerville,” and others say the “ville” was just a nickname.

Different parts of the west end of the city were known by other names. One area near 1500 East and Fort Union was known as Poverty Flats. The Southwest part of the city was known as Little Cottonwood, or Union.

Big Cottonwood Canyon was the main source of logs and lumber for the homes of the pioneers in the Salt Lake Valley, and this area became an overnight stopping point for the lumber wagons. The area also became one of the overnight stopping places for the wagons bringing granite out of Little Cottonwood Canyon for the building of the Salt Lake Temple and other prominent public and private buildings in the region. Soon there was a store, post office, brewery and tavern along Big Cottonwood Creek near the place where the Old Mill stands today.

Lumber wasn’t the only natural resource taken from the canyons. Millions of dollars worth of gold, lead and silver have been mined. Underground water, the high cost of production, and diminishing veins all contributed to the closure of the mines. Historically, the region has also been a fine area for fruit growing as well as dairy feed. Additionally, poultry and (later) mink farming contributed to the local industry.

One of the highlights of this area’s history was the Deseret Paper Mill – the “Old Mill” situated along Big Cottonwood Creek about a mile below the mouth of the canyon. It was built in 1861 to make paper for the Deseret News. The paper was made with wood pulp taken from the canyons and rags gathered by families in the valley. It was an immense pioneer undertaking. The finest

paper making machinery was hauled across the country by team and wagon, and the mill was the pride of the community as well as the territory. It operated for many years, furnishing employment for the people of Butlerville and paper for the territory. But on the morning of April 1, 1893 (April Fools Day), the cry echoed through the community that the mill was on fire. Most people said to themselves "April Fool" and turned over in their beds and went back to sleep. The mill burned down and was never rebuilt as a paper mill. Since the mill's construction, the railroad had come through and it was cheaper to bring paper in by train than to manufacture it locally.

The central area of Cottonwood Heights, known as historic Butlerville, is located on a large alluvial field, a remnant from the ancient Lake Bonneville that filled the Salt Lake Valley centuries ago. It is located between the two most majestic features along the Wasatch Front – Big and Little Cottonwood Canyons. This sandbar rises hundreds of feet above the valley floor, and above the historic community of Union. On the north the Cottonwood Heights area tapers gently to the valley floor allowing a gradual, nearly nondescript access from the lower to the higher ground.

Since water is always critical to the development of an area, the top flatland of the sandbar was too dry and desolate to attract settlers. And while the Little Cottonwood Creek was the closest, it was also the least available because of the high bluff. It was apparently this problem that earned a part of Cottonwood Heights the name "Poverty Flats." Water had to be brought from the Big Cottonwood Creek down from the mouth of the canyon to enable farms and orchards to be established where residents now live. Early settlers established small farms producing hay, wheat and a variety of vegetable crops. Yet, the area was most widely known for its fruit production, even to the marketing of the fruit out-of-state.

The Southwestern part of Cottonwood Heights has historically been known as Little Cottonwood Creek Valley, Little Cottonwood or Union. The earliest settlements in the area were located along the Little Cottonwood Creek, which lay well below the south and west bluff sides. It was along this creek that the old Union Fort was built in what is now Midvale (approximately where the Wal-Mart Store is currently located), another stopping place for workers bringing granite from Little Cottonwood Canyon to Salt Lake City for building the Temple.

After the initial growth and settlement of Salt Lake City, [Mormon leader] Brigham Young saw the need to establish new settlements in the surrounding area for the saints to occupy. New communities were usually settled near natural resources such as water, timber, and rich soil. The area surrounding the Little Cottonwood Creek (named after the large cottonwood trees lining the stream) became a prime target for new settlement because of the water resource, abundance of farmland and potential for irrigation.

In the spring of 1849, the families of Jehu Cox, Elijah Elmer, and other Mormon colonists moved south from Salt Lake City and located on the Little Cottonwood Creek bottomlands. By the autumn of the first year, the Little Cottonwood settlers had made substantial improvements on the land.

Land appropriation became an important issue in the development of Little Cottonwood. Colonizers were appropriated only that land necessary for their immediate use in order to leave room for the anticipated influx of people into the Salt Lake Valley. The Little Cottonwood settlement was initially organized as a series of small farms in order to ensure sufficient space for growth and to intensify social contact among villagers. The first recorded plan of the settlement show a series of odd-shaped lots strung together along the creek bottomlands. A larger lot of 355 acres near the middle of the plat was allotted to Captain Silas Richards, the current Bishop of the LDS ward. It is speculated that part of this lot was reserved as a community center.

The community later became know as Union in conjunction with the construction of the Union Fort in 1854. The historical significance of the area is displayed by the Union Pioneer Cemetery located on Little Cottonwood Creek Road. Many prominent citizens of the early settlement are buried at the cemetery.

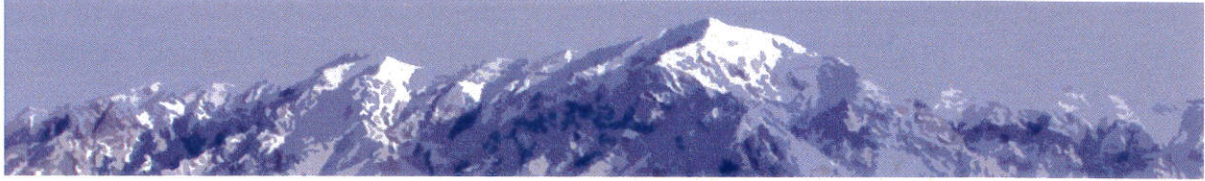
INTRODUCTION

The names Butlerville, Poverty Flats, Little Cottonwood, and Union are still recognized by the residents of the City, but the area is now joined as its own city officially named Cottonwood Heights. The community grew steadily since the time of its settlement, but the primary growth has occurred in the past 50 years. High among elements of Cottonwood Heights' historical heritage, coming down from the earliest settlers, is a strong, binding camaraderie among neighbors – something that the community wishes to preserve. The undaunted families of the original settlers of Butlerville and Union have gone on to produce an inordinate number of college graduates in law, business, medicine, engineering, and education.

Today, retail uses have expanded, with a range of businesses from small ownership to regional scale shopping destinations. The communities in the nearby canyons are flourishing as recreation areas. The "Greatest Snow on Earth" and some of the best winter sports facilities in the world are located in the Canyons, and the 2002 Winter Olympics have greatly increased the visibility and image of Utah's Wasatch Mountains and their associated summer and winter recreational opportunities. Picnic and camp areas abound, and are easily accessible to citizens of Cottonwood Heights and visited by citizens from around the valley and around the world. As a result, Cottonwood Heights is proud to be the city between the canyons.

The traditional agricultural economy of the area has almost entirely given way to neighborhood and business development as growth in the region has continued at a rapid pace. Cottonwood Heights has become well known as the corporate headquarters for the south part of the Salt Lake Valley offering three major office park developments.

Cottonwood Heights is in a highly unique location. It has ready access to medical facilities, fire, police and a vast variety of business establishments. Residents can easily access the freeway system and the major ski resorts and as a result are approximately 15 to 20 minutes away from major events and destinations anywhere in the valley. While at the same time, most residents enjoy beautiful views of the mountains to the East and/or overlooking the valley to the North, West and South. As one resident continually insists: "We have a wonderful location here!"



Chapter II

Land Use

2.1 Background and Introduction

Cottonwood Heights covers approximately 7.1 square miles and predominantly consists of residential land uses, most of this being single-family dwellings in stable, well-maintained neighborhoods. In 1960, the Cottonwood Heights census designated area consisted of only 7,200 residents, but a suburban style of growth over the following decades increased the population of the census designated area to 30,600 residents by 1990. The area within the city's municipal boundaries, as constituted in January of 2005, includes a population (based on the 2000 census) of 35,247. The incorporated Cottonwood Heights city boundary includes, all or portions of, four previous community council districts: Southwest Cottonwood, Cottonwood Heights, Little Cottonwood Creek Valley, and Granite.

Guiding Principles

The community places a high value on the quality of their low-density residential neighborhoods. A balance between future development and preservation of current quality of life must be attained when addressing land use designations. The Land Use Element will maintain the traditional single-family neighborhood as the predominant housing style. The community wishes to protect low-density residential neighborhoods from incompatible uses. If developed, vacant land in the interior of low-density areas could be developed in a manner consistent with the surrounding development. Where possible, the city should-could consider acquiring these areas to be set aside for parks or open spaces. Additionally, more intense uses, or traffic from more intense uses, should not intrude on low-density neighborhoods. The community supports new residential development that has a minimal impact on natural resources, open space, and scenic vistas.

The Land Use Element should encourage a variety of easily accessible retail services. Neighborhood and community shopping centers should be located at the intersection of arterial streets. Commercial centers should be developed at a range of scales and densities that are compatible with the area they serve. The Land Use Element should foster and promote activity centers for social interaction and community activities by utilizing appropriate urban design elements. Low-density neighborhoods should be protected from higher intensity commercial areas by transitional use buffers where practical.

2.2 Goals and Objectives

Goal 1: Preserve the quality of life and existing image of the City.

OBJECTIVE: Promote a stable economy through a coordinated public land use strategy.

POLICY: Consider developing primary and secondary community centers as opportunities arise.

POLICY: Locate tourism-related services and businesses along designated travel corridors and city/canyon gateways, where appropriate.

OBJECTIVE: Adopt a future land use map that reflects the needs of the community and guides future growth/development, including support of thriving development within existing zoning categories. Examples:

Commercial: This land use reserved for community and regional shopping and employment centers. New developments should be located near supporting infrastructure (water, sewer, transportation). Impact on adjacent residential neighborhoods, or other sensitive areas, should be carefully considered in conjunction with new development.

Neighborhood Commercial: This land use is reserved for smaller scale and intensity commercial developments. These land uses are located in residential areas, along through streets and key neighborhood intersections.

Mixed Use: This land use allows for a combination of residential and commercial land uses within the same development. Mixed use developments can be designed at a variety of densities and intensities. They are designed to be accessible at the pedestrian scale.

Office Research & Development: This land use reserved for office/research park facilities. This land use supports a fairly intensive development density. New centers should be located near supporting infrastructure (water, sewer, transportation). Impact on adjacent residential neighborhoods, or other sensitive areas, should be carefully considered in conjunction with new development.

Civic: This land use is reserved for facilities of community wide importance such as schools, libraries, etc. Future facilities should be located within or near community centers to encourage a sense of community and a pedestrian friendly environment.

Religious Institutions: This land use is reserved for religious institutions. Future institutions should be located within community centers to encourage a sense of community and pedestrian friendly development.

Residential:

- Rural/Agriculture: This land use is reserved for large lot (potentially with animal rights) residential development. Clustering may be allowed within this land use to preserve rural character, sensitive open space, or community park space.
- Low: This land use is reserved for low density residential. The majority of the city is currently considered low density residential, between 2.5 and five (5) dwelling units per acre.

- Med: This land use is reserved for medium density residential, between six (6) and ten (10) units per acre. Future development should occur near community centers.
- High: This land use is reserved for high density residential, between 11 and 24 units per acre. Future development should be consistent with existing development and where possible is recommended near community centers.

Open Spaces: This land use is reserved for publicly-owned, civic park facilities and/or natural open spaces. Existing open spaces should be preserved when possible.

Sensitive Lands: This land use is reserved for lands with natural or environmental characteristics. The City should work with private landowners to ensure that these areas are protected from inappropriate development particularly where safety concerns exist.

POLICY: Refer to the future land use map when considering any changes in use or development proposals to ensure that the proposed uses are consistent with the community vision for land use.

Goal 2: Protect foothills, viewsheds, and natural open spaces through coordination with private landowners as appropriate.

(Refer to Chapter IX. Natural Environment for detailed description of natural environment goals, objectives, and policies)

OBJECTIVE: Consider annexing lands within geographic vicinity of existing city to promote consistent development policy along the foothills.

POLICY: Evaluate all possible annexation scenarios on a case-by-case basis to determine its effectiveness in preserving open spaces.

OBJECTIVE: Develop appropriate land use preservation strategies.

POLICY: Explore a variety of land use mechanisms for preservation of open spaces to determine if they are applicable

Goal 3: Achieve efficient use of land and public infrastructure.

OBJECTIVE: Minimize capital improvement costs by encouraging new development to occur near similar developments or existing infrastructure systems where possible.

POLICY: Make best economic use of infrastructure (utilities/transportation) by locating any new civic, mixed-use retail/housing, and medium- and high-density development near existing community centers.

Goal 4: Protect existing tax base

OBJECTIVE: Encourage tourism-related business and services to locate within the city.

POLICY: Consider developing small area plans for canyon entrances that cater to canyon users, but do not increase traffic in adjacent neighborhoods.

LAND USE

POLICY: Consider designating key travel corridors for location of tourism related services, such as Fort Union Boulevard

OBJECTIVE: Maintain Cottonwood Heights' role as a regional commercial and office destination.

POLICY: Consider developing small area plans for city gateways that enhance major shopping and office centers.

2.3 Existing Conditions

Residential

Cottonwood Heights is primarily a residential community. In fact, residential land uses comprise 58.35% of the City total acreage. The densities range vastly including some limited high-density residential developments, large rural and estate-type developments, and every density in between. The majority of the residential land uses within the City fall within a medium- to low-density category. The lowest density residential areas are located in the western portion of the City, just south of Crestwood Park; although, even this area contains a mix of densities. The highest density residential areas are grouped around commercial and office areas, and along major transportation corridors. Residents feel that higher density housing is currently adequate, and have a desire for additional low-density infill housing within the City.

The residential neighborhoods within Cottonwood Heights were developed as individual subdivisions. Many have curvilinear streets, cul-de-sacs, and dead ends providing for quiet and private neighborhoods, but also having adverse impacts. The design of the neighborhoods limits pedestrian connections, puts more traffic on a limited number of streets, and most residents must rely on a car to access neighborhood parks or commercial areas.

Office

Office land uses are the smallest land use within the City, comprising 1.87% of the City total acreage. There are two primary office areas within Cottonwood Heights: the area near the 6200 South exit of I-215, and along 1300 East and Fort Union. These office areas are large in both scale and density, and have a campus-type feel to them. These low- to mid-rise office buildings house professional offices such as medical, financial, legal, engineering, etc. Within the City there are office areas along major transportation corridors that contain smaller scale, stand-alone offices uses such as banks. These two office types have significantly different scales and densities, which require that they be planned for accordingly.

Commercial

Commercial land uses make up 5.13% of the City total acreage. Commercial land uses in the city range in scale from large developments around the Fort Union area, to much smaller scale commercial areas such as along Highland Drive and 8000 South, and near Bengal Blvd and 3500 East. The larger scale commercial is intended to serve a much wider market than the residents of Cottonwood Heights. The regional commercial areas along Fort Union Boulevard are patronized by both the local community and residents of neighboring communities like Sandy, Midvale, and Holladay.

Cottonwood Heights also contains some neighborhood-scale commercial areas. These areas are limited to a handful of pockets along Highland Drive and Bengal Blvd. These commercial uses serve primarily the needs of the residents close by. The infrastructure and parking needs of these commercial uses are vastly different than the regional commercial areas along Fort Union Boulevard.

Parks and Open Space

There are a number of parks and open spaces within the Cottonwood Heights boundaries, and significantly more open space within the possible annexation areas. Within the existing City boundaries, parks, open space, and sensitive lands comprise 11.56% of the City total acreage. A large block of additional acreage is potentially included in possible annexation areas. The residents of the City have access to a number of both developed and natural open spaces throughout the City. The largest open spaces are located along the foothills of the Wasatch Mountains and abut National Forest lands. These areas are relatively pristine and undisturbed. These open spaces provide access to the National Forest system lands. They have development potential, but also have some slope and environmental constraints.

There are ten parks within the City boundaries (Crestwood Park, Antczack Park, Berry Hill Park, Butler Park, Mill Hollow Park, Golden Hills Park, Bywater Park, Lab Alive Park, and Mountview and Bella Vista Elementary Schools). Other recreational opportunities within the existing City boundaries include playgrounds at several elementary schools in addition to Mountview and Bella Vista, a skate park, and the Cottonwood Heights Recreation Center. The Willow Creek Country Club golf course is located within a possible annexation area and is the largest open space within the developed portion of the city and possible annexation area.

Civic, Utility, and Religious

There are six public elementary schools within the existing Cottonwood Heights City boundaries (Mountview, Ridgecrest, Bella Vista, Butler, Cottonwood Heights, and Canyon View Elementary Schools). Two of these schools, Mountview and Cottonwood Heights, were closed by the Jordan School District in June 2005. Butler Middle School is also located within the City boundaries, as is Brighton High School. Other civic and utility facilities within the City include the Whitmore Library, a post office, two fire stations, two water treatment facilities, and the Cottonwood Heights Recreation Center. Civic, utility, and religious land uses comprise 6.12% of the City total acreage.

2.4 Opportunities and Constraints

Development

There is potential for residential development along the foothills, and especially within the possible annexation area near Little Cottonwood Canyon. Although there is plenty of open space in this area, there will be development constraints that will need to be addressed such as slope and seismic concerns. The City is interested in maintaining as much of this area as open space as possible, while still allowing for appropriate levels of development. The City should work with private landowners to ensure that any future development is sensitive to the natural environment. Development that allows a structure to protrude into the skyline, as viewed from key vantage and entry corridor points, should be discouraged. Structures built on the foothills are visible to the whole City. To preserve viewsheds, it is recommended that the architecture, height, building materials, and other design features of new development in the foothills blend with the surrounding natural landscape and be compatible with adjacent properties. A development here should be encouraged to incorporate trailhead amenities for both the residents of the development and the community at large.

There are also potential development opportunities in the gravel quarry area. The gravel excavation will likely continue for some time, but once it reaches its productive limit, the property could be redeveloped. This area is already heavily disturbed and is relatively gentle in slope making it a prime area for development. The City should work with the private landowners to explore land development opportunities that can meet the needs of the landowner, while providing an asset to the community at large.

Natural Resources

Please refer to the Natural Environment Chapter (Chapter IX.) for a detailed analysis of the existing environmental conditions of Cottonwood Heights and areas with development potential.

LAND USE

Utah is the second most arid state in the nation, which means water necessarily, becomes a constraint to development within the state. There are several factors associated with the challenges of providing water to future developments. The construction and installation of the infrastructure needed to connect new developments with culinary water systems can be costly, and therefore new development is encouraged to be located close to existing infrastructure systems wherever possible. In addition to the cost of delivery, water itself must be purchased from designated providers. American Water Works, a non-profit research organization, is the only known source of state-by-state water rate comparisons. Utah has the third lowest culinary water rates in the U.S. and the lowest rates in the Mountain States, according to the American Water Works Water Industry Database.¹ Despite low water rates, Utah cities, ~~Such as Cottonwood Heights~~, anticipating future development, ~~such as Cottonwood Heights~~, must consider the cost of water itself before approving new developments. Some municipalities across the nation are installing secondary water systems that deliver agricultural quality water to each home within their boundaries. This eliminates the need to use potable water for landscaping and irrigation. Cottonwood Heights does not have a secondary water system in place currently, so residents must use drinking water to irrigate their lawns.

Annexation

In addition to incorporating the large area of open land along the foothills into the city, there are other opportunities associated with annexation. If all possible annexation areas were incorporated into the City, the City boundaries would encompass the Willow Creek Country Club and Oakdale Elementary School. The Willow Creek Country Club includes a large golf course and would contribute a significant amount of open space to the city. Please refer to the Annexation Chapter (Chapter VIII.) for a detailed description of the economic opportunities and constraints of annexation.

2.5 Land Use Plan

The land use plan as illustrated in the Land Use Map (Map 2.1) sets the foundation for all land uses within Cottonwood Heights. The land use plan identifies general land use classifications (commercial, residential, etc.) and in some cases the density within the classification (i.e. high density residential, rural density residential). Each of the 13 land use classifications on the Proposed Land Use Map corresponds with compatible classifications on the existing Cottonwood Heights Zoning Ordinance (see Table 2.1).

The Land Use Map illustrates preferred land uses in specific areas of the City. Generally the map mirrors current land uses in those areas where the present use is deemed desirable and appropriate. Vacant areas, areas with inappropriate current uses, and areas likely to transition to other uses may carry different designations on the Land Use Map than their present use.

Land Uses Retained or Added

The Land Use Map contains the following designations:

Civic:

This category indicates areas designated for institutional public facilities such as a courthouse, public schools, hospitals, and cemeteries.

Religious:

This classification includes those areas within the City designated for religious institutions.

¹ The Utah Water Data Book, Utah Division of Water Resources

Utility:

The Utility designation includes those areas of the City designated for public utilities such as power corridors, electrical sub-stations, water treatment and storage facilities, etc.

Office Research and Development:

This classification includes campus like research and office developments, such as Fort Union and 1300 East or Knudsen's Corner. These districts are usually located adjacent or near intersections of major transportation corridors such as freeways and state roads and along main collector roads.

Commercial:

This classification includes uses intended to serve the needs of the community at large. Automobile service, retail, office, restaurant and similar types of uses are allowed under this designation. This classification also includes those areas that contain large shopping centers of regional significance, such as the Fort Union Shopping Center.

Neighborhood Commercial:

The neighborhood commercial classification includes small commercial areas within primarily residential areas. This designation can contain a mix of land uses, however, the businesses are primarily smaller in scale than those found in a mixed-use or commercial area. Some neighborhood commercial areas may contain an "anchor" store such as a grocer. These businesses are intended to serve the needs of a specific neighborhood. Example small neighborhood commercial uses may include drycleaners, convenience stores, and daycares.

Mixed-Use:

Mixed-use areas can contain a mix of land uses, such as residential, commercial and office within the same area. Land uses in Mixed-Use classification may be varied either vertically (i.e. mix of uses in one building such as an apartment over a retail establishment) or horizontally (i.e. single use buildings with different uses placed next to each other).

Parks and Open Space:

The Parks and Open Space category is for publicly-owned recreation areas dedicated to improved public parks such as Crestwood Park. Properties within the Parks and Open Space classification may contain uses ranging from simple undeveloped, natural open space to formal facilities such as a softball complex or swimming pool.

Sensitive Lands:

This land use classification is set aside for areas with development potential subject to unique environmental, natural, or open space characteristics. Development in these areas must be well planned to include provisions protecting important aesthetic and environmental considerations and taking into account unique safety considerations.

Residential – High Density:

This classification applies to residential areas allowing 11 to 24 units per acre. Typical developments in the Residential – High Density designation are apartment complexes and other high intensity residential projects.

Residential – Medium Density:

This classification applies to residential areas that contain between six (six) and ten (10) dwellings per acre. The Residential – Medium Density classification typically contains townhouse- and condominium-type developments as well as higher density single family dwelling neighborhoods (i.e. R-1-5 zoning districts).

LAND USE

Residential – Low Density:

Residential – Low Density districts are residential areas that contain between 2.5 and five (5) dwelling units per acre. Properties that are assigned the Residential – Low Density classification are generally (but not necessarily limited to) neighborhoods consisting of single-family dwellings.

Residential – Rural Density:

This is a very low-density classification that allows residential and/or limited animal and agricultural uses and no more than 2 units per acre.

Land Uses Eliminated

The following land uses have been eliminated from the Proposed Land Use Plan and Map for one of the following reasons:

- They are not considered to be appropriate land uses for the community of Cottonwood Heights,
- They do not support the Cottonwood Heights community vision for a clean, safe, and healthy residential community,
- Existing development limits the ability to construct or develop this type of land use (i.e. airports).

Industrial:

Industrial developments are not consistent with Cottonwood Heights resident's vision for the City. The City is almost entirely built-out and there are limited parcels of land where an industrial development could be constructed and not be in conflict with other existing land uses.

Heavy manufacturing:

Similar to industrial land uses, heavy manufacturing is not consistent with Cottonwood Heights resident's vision for the City. The City is almost entirely built-out and there are limited parcels of land where an industrial development could be constructed and not be in conflict with other existing land uses. However, smaller manufacturing business may be compatible with the existing and future land use designations depending on their location.

Airports:

Due to the proximity to a number of commercial and private airports, and the limited amount of available open space, it has been determined that an airport is not an appropriate land use for Cottonwood Heights.

Residential with Mineral Extraction:

Salt Lake County's S-1-G Residential Zone which accommodates limited mineral extraction is not appropriate for the residential communities within Cottonwood Heights. Residents of the community are interested in a quiet and safe place to live, and this land use is not considered to be compatible with this desire.

Table 2.1	
Land Use Classification	Cottonwood Heights Corresponding Zoning Classifications
Civic	PF Public Facilities
Religious	Varies. Not associated with a particular zone
Utility	PF Public Facilities
Office Research and Development	O-R-D Office Research Park and Development Zone
Commercial	CR Regional Commercial

Neighborhood Commercial	Neighborhood Commercial
Mixed Use	Mixed Use (future zone)
Open Space	Sensitive Lands Overlay Zone
Sensitive Lands	SL Sensitive Lands Overlay Zone F Foothill Zone
Residential – High Density	R-M High Density Residential Zone
Residential – Medium Density	R-2-8 Medium Density Residential Zone R-1-6 Medium Density Residential Zone
Residential – Low Density	R-1-8 Single-Family Residential Zone
Residential – Rural Density	RR Rural Residential

Future Land Use

The residents of Cottonwood Heights chose to live here because they like the feel, aesthetics, and personality of the City. The Proposed Land Use Plan intends to carry forward these attributes into the future. In general, the Proposed Land Use Plan maintains and enhances the existing land use patterns occurring within the City:

- Low-density residential areas will be protected from higher intensity uses and traffic created by higher intensity uses
- Existing regional and neighborhood commercial areas will remain as commercial and will be enhanced through appropriate urban design
- Parks and open spaces will be preserved and improved
- Commercial and office areas will be concentrated around transportation corridors

The Proposed Land Use Plan also alters a few existing land use classifications to better match what is actually occurring within the City, and to achieve the City's land use goals and objectives. Key land use changes include:

- Designation of a new Neighborhood Commercial land use classification for commercial developments at scales appropriate for primarily residential areas
- Identification of mixed-use areas along key transportation corridors designed to meet the needs of both residents and tourists
- Removal of Industrial land use classifications to minimize conflicts with the primarily residential nature of the City.
- Designation of specific areas appropriate for existing and limited future medium- and high-density residential development
- Designation of a Sensitive Lands classification for areas that may have environmental or visual qualities that should be protected if developed in the future.

Cottonwood Heights is largely built-out, therefore much of the future development options would have to occur within currently undeveloped areas along the eastern boundary of the City, or as infill within the existing fabric of the City. Despite the fact that the City is almost completely built-out, there are a number of opportunities for the City to develop its own image and see land uses transform over time. Possible options for the future of the City include:

Fort Union Boulevard Corridor

The City has expressed an interest in fostering a center for city activity and business along Fort Union Boulevard, specifically between Highland Drive and the Hillside Plaza. The City would like to establish a center for City activity and business. This area already contains a number of smaller businesses, a library, a post office, and a mix of nearby residential densities and somewhat serves as city center already.

LAND USE

Hillside Plaza is a currently under-utilized commercial development along Fort Union Boulevard and 2300 East. This area has been identified as one potential location for the future Cottonwood Heights City Hall. Locating the City Hall in this area would bring a number of people to the area everyday for work and personal services. This site would also be an appropriate location for a hotel that could serve the needs of those visiting the Canyons. This type of use would bring a number of visitors to the area, and would support a variety of small business and restaurants along the corridor. Increasing the use, density, and activity of the land through the construction of a new city hall or other use along this corridor could enhance the feel of this area as a vibrant city center.

The Fort Union Boulevard corridor has been identified as a future alignment for a Utah Transit Authority enhanced bus line. Cottonwood Heights has the opportunity to set itself apart from the rest of the Wasatch Front by establishing its own design theme or look at the future enhanced bus stops. Through ~~civic art and station~~ bus stop design, Cottonwood Heights can express its vision and identity as a “gateway to the canyons” and a “clean and safe residential community.” Transit riders would be able to instantly know that they have stopped in Cottonwood Heights, and that this community is different than the neighboring municipalities they have just passed through. Similarly, Cottonwood Heights’ residents can know that they have returned home when they arrive at the Cottonwood Heights enhanced bus stops.

The Fort Union Boulevard corridor, particularly the south side of the street, has tremendous potential to transform into a vibrant main street over time. Issues associated with developing this area into a more “main street” type area include large building setbacks; multiple curb cuts and access points; limited pedestrian and bicycle right-of-ways; large power line towers; and inconsistent building, street, lighting, and signage designs. Please refer to Section 2.6 Urban Design Recommendations of this document for suggestions on addressing these issues.

The eastern half of Fort Union Boulevard is one of the primary access points to both Big and Little Cottonwood Canyons. Designating much of this corridor as mixed-use would allow for Cottonwood Heights to better serve the hundreds of thousands of visitors to the Wasatch Mountains. The vision for this end of the corridor is a district that caters to the needs of tourists and those who recreate in the Canyons.

Gravel Pit Area

The privately-owned gravel quarry area along the northeastern city boundary is one of the larger currently undeveloped spaces within the existing city. The quarry operation still has a number of years of productivity left, so developing a small area plan for this space is not urgent. However, once operation ceases, the City would be wise to have a plan in place for the type of development it would like to see occur on the property. It is also likely that development of the gravel pit area may occur in phases as the mining potential of sections of the quarry is exhausted. A development plan for the gravel pit would be helpful in guiding appropriate development if this phased development approach occurs.

Because this area is essentially a clean slate, it provides tremendous opportunities for the Cottonwood Heights community to fill the facilities and land use needs that are not currently met within the existing fabric of the city. This area is a gateway to the city from Big Cottonwood Canyon and an area that many visitors to the state would pass through on their way to and from world-class ski resorts in both Big and Little Cottonwood Canyons. Given this unique situation, this area has been identified on the Proposed Land Use Map as a future mixed-use area, with a more campus or resort feel, and would cater to the interests and needs of visitors to the Canyons. Potential businesses and land uses appropriate for this area include hotels, restaurants, clubs, coffee shops, art galleries, bookstores, and other retail business similar to those along Park City's Main Street. This area is privately-owned, and the City's vision for the future development of this area would need to be coordinated with the landowner to ensure solutions which meet both parties' needs.

Highland Drive and Creek Road

One of the main entrances to Cottonwood Heights from Sandy is the area along Highland Drive and Creek Road. The community has identified an interest in establishing this area as mixed-use neighborhood commercial district with land uses that primarily serve the needs of the residents, but will attract people from other parts of the Cottonwood Heights community and Sandy City.

While neighborhood commercial areas are often identified as mixed-use areas, this area will have a much different feel than the other mixed use areas within the City. The primary land use in this area will remain residential and the mixed-use developments will be designed for a neighborhood scale. Cafes, coffee shops, bookstores, clothing boutiques, gardening stores, etc. are all appropriate uses for this area. The “15th and 15th” area of Salt Lake City is an example of the type of environment that would be appropriate for the southern end of Highland Drive.

Smiths Shopping Center (on East Bengal Blvd)

This commercial center serves as a primary shopping district for the East side of Cottonwood Heights. The community has identified an interest in establishing this area as mixed-use, neighborhood commercial district. It would have land uses that primarily serve the needs of the residents, but will attract people from other parts of the Cottonwood Heights community and Sandy City.

This area is identified as a neighborhood commercial center on the Proposed Land Use Map. The primary land use in this area will remain commercial but designed for a neighborhood scale. Small-scale shops are appropriate in this development, but larger “anchor” shops are also appropriate.

Cottonwood Heights Recreation Center/Elementary School

The closure of the Cottonwood Heights Elementary School was recently announced. The existing school building could be used for another purpose or the school property could be modified to accommodate new development. This area also includes the Cottonwood Heights Recreation Center and Butler Middle School, both of which will remain even if the elementary school is closed. The City should aim to have a small area plan in place for this area prior to the closure of this school.

The City has identified this as another option for establishing a Cottonwood Heights city center. This area is in the geographical center of the city already, and contains a mix of land uses. The proximity of this area to higher density housing, existing civic facilities, and the possible redevelopment of Cottonwood Heights Elementary gives this area the potential to become another city center. Possible redevelopment of this area could include: a Boys’ and Girls’ Club or similar community center, a senior center, or a larger library.

Additionally, this area has also been identified as a possible location for the new Cottonwood Heights City Hall. The land uses around this area have been designated as mixed-use to allow for supporting business for the City Hall if this area is selected. Example business would include small law offices, development offices, copy centers, day cares, sandwich shops, or dry cleaners.

Old Mill Area

The Granite Paper Mill is the primary historical site that many citizens would like to see preserved.

The Old Mill area is currently available for residential development with the goal of preserving the Granite Paper Mill building. Community-suggested uses of this area include: a community center and park; a museum, restaurant and gift shop district; restaurants; playgrounds; preserve as a historic site and cultural center. The feasible reuse or preservation of the Old Mill building will depend on the structural safety and condition of the building.

Currently the Old Mill is protected under the Salt Lake County Historic Preservation ordinance. Under this ordinance, a conditional use permit is required for any modifications to a historic site or

LAND USE

structure, including modifications to the landscaping, fencing or appearance of any lot, or demolition, construction, alteration, relocation, improvement or conversion of a historic site. Cottonwood Heights should consider developing a historic preservation ordinance and evaluate its applicability to the Old Mill or other historic structures within the city.

2.6 Urban Design Recommendations

The Cottonwood Heights community is interested in preserving and enhancing the character and visual appearance of the City through the use of guidelines and policies. Urban Design policies and guidelines seek to define a city's identity and are utilized to give an area distinguishing characteristics for physical elements within the city. These physical elements include gateways, activity nodes and destinations, individual developments, streetscapes, and landscaping. The strategies outlined will help to give Cottonwood Heights an identity and distinguish the city from neighboring communities. The City should evaluate the applicability of the following urban design strategies for specific areas of the city.

Cottonwood Heights should consider developing a set of design guidelines for the City's gateways and activity centers. These guidelines would specify specific architectural, landscaping, and siting standards for all new development and redevelopment within specific areas. Adopting a set of design guidelines can be a powerful tool in achieving the types of urban environments envisioned by the community. Such guidelines would be particularly appropriate in areas such as the Fort Union Boulevard corridor and the gravel pit area in order to ensure a cohesive and consistent design standard within these areas. Specific guidelines on floor area ratios, building orientation, location of parking, streetscape landscaping and lighting, etc., can foster an urban environment that is attractive to pedestrians and creates an active city center.

Gateways

A gateway is a prominent entrance to a city or community that provides visitors and residents with an initial glimpse into the character of the community. Gateways provide the first visual perception of the city and are key elements in defining impressions of the community. As with many communities in the Salt Lake Valley, Cottonwood Heights is part of the suburban pattern of development. This pattern of development often lends a feeling of sameness to neighboring communities, with few distinguishing characteristics or defining boundaries that indicate where one city ends and another begins. Gateway enhancements serve as a means for creating that sense of place when entering a new community.

Goal 1: Define the entrance to Cottonwood Heights by establishing attractive gateways to the city.

OBJECTIVE: Construct entrance signs to be placed at primary gateways to Cottonwood Heights.

POLICY: Create a gateway design standard for the city and a gateway hierarchy (high profile to low profile). Design should use consistent elements yet be adaptable to various locations and profile levels. Standards should include requirements for both landscaping and signage.

POLICY: Define a phasing and funding strategy for implementing gateway enhancement projects.

POLICY: Coordinate with public and private landowners to establish necessary easements for the construction and maintenance of gateways.

Cottonwood Heights has three distinct types of gateways that should be addressed:

Freeway Gateways

There are three entrances to the city from I-215 - Union Park Avenue, Highland Drive/2000 East, and 6200 South/3000 East. These areas should all be considered for gateway enhancements.

Neighboring Communities

Neighboring communities include Sandy, unincorporated areas of Salt Lake County, Midvale, Murray, and Holladay. Gateway enhancements should be located at high access points.

Canyon

The bases of both Big and Little Cottonwood Canyons should be considered for gateway enhancements. Preservation of open space should be considered an important part of the gateway experience in these particular areas.

Activity Nodes and Destination Centers

Cottonwood Heights has several nodes and destinations that generate activity and attract people to them. These areas contribute to the overall character of Cottonwood Heights. As such, criteria that help define the appearance and design of these areas are desirable. The activity nodes and destination centers within Cottonwood Heights can be divided into three categories based on the area that they serve:

Regional Activity Nodes and Destination Centers

The regional level of nodes and centers attracts people from across the valley. This includes major shopping and business/office park areas such as the Fort Union Shopping Center and Knudsen's Corner. Urban design strategies could include:

- Smaller floor area ratio (FAR)
- More stories and taller building heights
- Smaller setbacks - around a central parking area

Community Activity Nodes and Destination Centers

Community nodes and centers typically attract people from within the Cottonwood Heights community or neighboring communities. Examples include Fort Union Boulevard between Highland Drive and 2300 East, and the area around the Cottonwood Heights Recreation Center and current Cottonwood Heights Elementary School. Urban design strategies could include:

- Decreasing building setbacks
- Taller building heights
- Medium FAR
- Sharing driveways and access points
- Improving the streetscape by landscaping, constructing wider sidewalks, and allowing on-street parking
- Requiring new buildings and building renovations to meet architectural design standards such as window ratios, varying building materials, and providing streetfront entrances
- Provide off-street parking to be located in the rear of businesses
- Provide outdoor seating along sidewalks and in front of businesses
- Consider various pavement patterns and building materials to create interest for pedestrians
- Provide attractive and downward-shining lighting to enhance safety of the street at night and minimize light pollution
- Encourage mixed-use development along this corridor to encourage use of the area at all times of the day
- Consider establishing open, public places or plazas for people to linger in when visiting the area
- Traffic calming

LAND USE

Neighborhood Activity Nodes and Destination Centers

Neighborhood nodes and centers mostly attract people from the neighborhoods in the community that directly surround them. They serve the daily needs of the residents. Examples within Cottonwood Heights include the Smiths grocery store on Bengal Boulevard and the shopping area at Highland Drive and Creek Road. Urban design strategies could include:

- Larger setback so that it blends into the neighborhood
- Landscaped front yards
- Lower building heights
- Larger FAR

Corridors

There are a number of key travel corridors within Cottonwood Heights including:

Foothill and Canyon Corridors

Wasatch Blvd.

Residential Corridors

Creek Road, Bengal Blvd.

Commercial Corridors

Fort Union Boulevard, Highland Drive, Union Park Avenue/1300 East, and 3000 East.

Urban design strategies could include:

- Sharing driveways and access points
- Improving the streetscape by landscaping, constructing wider sidewalks, and allowing on-street parking
- Establish a dedicated bike lane or shared use path for cyclists
- Sidewalks
- Street trees

Historic Preservation

Consideration to historic sites should be given when implementing the urban design guidelines.

2.7 Tools and Implementation Strategies

There are a number of tools that the City can use to implement the Proposed Land Use plan and achieve the goals and objectives outlined above. Please refer to the Parks and Open Space Chapter (Chapter IV.) for a discussion of available tools for open space preservation.

Land Use Map

One tool is the Proposed Cottonwood Heights Land Use Map. This map and the associated land use classifications should be adopted and referred to when any new development or rezoning is proposed. The Proposed Land Use Map should serve as a guide to city planners to help decide whether a proposed development or zone change is appropriate or consistent with the City's plan for that area. Referring to this map and plan when making these types of decisions will ensure that all future development or redevelopment within the City is compatible with the desires and vision of both the City and its residents.

City Ordinances and Zoning Map

Cottonwood Heights should develop a series of City Ordinances and a Zoning Map to accompany the Proposed Land Use Map. Salt Lake County zoning classifications are broad enough to address zoning issues across the entire county and may not be appropriate for Cottonwood

Heights. The City should undergo a process to develop ordinances that consolidate some of the County zoning classifications as appropriate to better reflect the City's vision for future land uses.

Small Area Plans

There are a number of areas within the City that the community is interested in preserving or improving. Developing and implementing small area plans for these areas would provide the City with the tools to ensure that development of these areas occurs consistently with the community's desires and visions for these areas.

For each small area plan, the City should consider developing a series of goals and objectives for the area, identifying any issues or constraints to address, and proposing a longer-range plan to guide future development or redevelopment of that specific area. These small area plans may propose changes to the existing land uses or zoning of that area. Small area plan overlay zones could be used to apply additional development standards to those particular areas. Small area plans would be appropriate for areas with future development or redevelopment potential such as the gravel pit, the Cottonwood Heights Elementary School grounds, the Hillside Plaza area, the Mountview Elementary School grounds, and the undeveloped areas along the foothills.

2.8 Citizen Comments

During this General Planning process a significant effort was placed on encouraging public participation and involvement in development of the plan. A series of six public workshops were held to solicit input from the public on which topics should be included in the General Plan. Hundreds of citizens participated in these workshops, providing written and graphic comments concerning the future of the city. A separate workshop was organized specifically for business owners in the city. Data collected from these workshops was compiled into a series of maps and written documents.

Citizens were asked at these workshops to help identify goals and issues to be considered in the General Plan process. Comments gathered through these workshops and through an unscientific survey served as a "wish list" for Cottonwood Heights that did not consider financial, political, or physical feasibility.

The key issues identified in community workshops for land use are:

1) Commercial/Mixed-Use

- A. Establish a **primary** City Center. Two key areas/sites have been proposed for the location of the City Center. This center will likely include a city hall/offices, retail, mixed-use development, and community services/centers. Of the two potential sites, the one that is not chosen as a city center could become a secondary service district.
 - i. The intersection of 2300 East and Fort Union Boulevard. Currently a retail corner known as "Hillside Plaza", the area has lacked stability in tenants in recent years. With its access to major transportation routes, yet still located near residential neighborhoods, this location would be ideal for the development of an all-encompassing center of activity for the city.
 - ii. The site of the to-be-closed Cottonwood Heights Elementary School. Geographically, this site is more at the center of the community. Re-use of the elementary school for either city offices or a senior center are possibilities, however the age and condition of the building may suggest that it be demolished and new facilities be constructed appropriate to creating and enduring public image. This location is near the current Cottonwood Height Recreation Center, considered by some to be a hub for the community. Limitations on this site include the established

LAND USE

residential areas that surround the school. A city center in this area would most likely be more limited and would not necessarily include a substantial retail or mixed-use element.

- B. Establish and/or redevelop (may not necessarily be officially designated as RDA areas) “**secondary**” commercial districts. Secondary districts are secondary in the sense that they are not designated as a city center and do not contain key civic services such as city offices.

- i. Development of the gravel pit area to the east of Wasatch Boulevard.
 - a. A mixed-use area that would include retail, residential, and entertainment uses
 - b. A retail shopping area similar to the Gateway or Foothill Village in Salt Lake City, or the Park City Main Street or Red Stone Village in Summit County.
 - c. A mixed-use area that is centered around servicing skiers and other users of the canyons – including hotels, short-term rental apartments and/or condominiums, restaurants, and other retail
 - d. An amphitheater and/or cultural center for the city
 - e. A City Center that would include city offices as well as mixed-use retail/housing
- ii. Fort Union Boulevard Corridor (including nodes on cross streets leading to city gateways and I-215)
 - a. Redevelop as a “main street” feel as the central business/service district
- iii. Highland Drive & Creek Road
 - a. Develop as a mixed use neighborhood center

- C. Establishment of community wide retail concepts, which apply to both the city center and secondary service districts.

- i. Not allowing billboards to be erected in the city, and petitioning to remove some existing billboards.
- ii. Expansion of retail uses. People would prefer any new retail to be located near existing retail centers, first re-using/remodeling existing buildings before building new developments. Specific sites recommended for remodel/renewal include the Hillside Plaza at the intersection of 2300 East/Fort Union Boulevard.
- iii. More small, boutique businesses and restaurants.
- iv. Establishment of neighborhood nodes with small, corner market type businesses that are within a walking distance of the surrounding residential area.

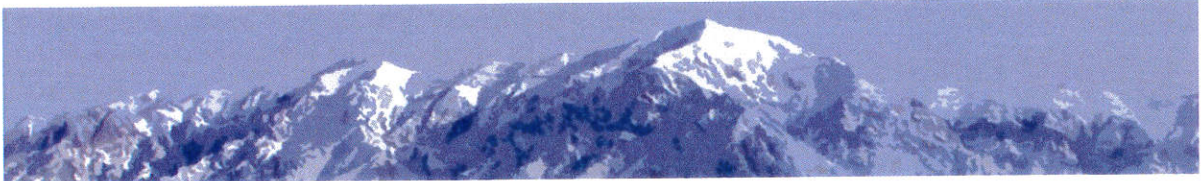
2) Office/Research Center

- A. Office uses: As with the expansion of retail uses, people would prefer office uses to be located in or near existing office parks/centers.
- B. Proximity to I-215, and availability of technology, makes Cottonwood Heights one of the most prime locations in the Salt Lake Valley for corporate technology and medical facilities to locate. Research and office growth in the city should be encouraged.

3) Residential

- A. Development of senior housing. Most people felt that there is currently a shortage of senior housing options in the city.
- B. Limitation of new residential development. Most felt that there was currently a good amount of single-family residential development in the city, and that the city had plenty of apartments and condo/townhome developments.

- 4) Historic Sites & Buildings
 - A. Preservation of the Old Mill building and site. Utilize this area as an historical site and park, with the building serving as a museum/gift shop/restaurant, developing the area in a similar manner as Wheeler Farm. Other options include turning the site into a Gardner Village style of shopping area.
- 5) Parks and Open Space
 - A. Preservation of existing park space, especially Crestwood Park, and the establishment of new neighborhood parks.
 - B. Development of vacant and/or undeveloped lots (including agricultural uses) within the city limits, as well as in areas of proposed annexation to the south/southeast where feasible.
- 6) Urban Design
 - A. Many expressed a desire to develop a community identity through re-vitalization of community gateways and corridors.
 - i. Street beautification through removal of billboards
 - ii. Street beautification through planting of street trees (urban forestry program)
 - iii. Redevelopment of retail strip malls along primary corridors.
 - a. Mixed use development that encourages pedestrian activity



Chapter III

Transportation

3.1 Background and Introduction

For many years, Cottonwood Heights has been a residential suburb of the Salt Lake City region. It is the gateway to Big and Little Cottonwood Canyons and their corresponding amenities. In recent years it has become a commercial hub as well, with the development of retail and office projects in the Fort Union area. In 2005, Cottonwood Heights incorporated to become a city.

Upon incorporating, the City took ownership of what were formerly County roads within its boundaries. The majority of roads in Cottonwood Heights are now City roads, with the exception of Interstate 215, Wasatch Boulevard, and Big Cottonwood Canyon Road above Wasatch Boulevard. As part of this transition, the City gained control and operation of its streets, but also assumed responsibility for guiding the City's future according to the goals and vision of its inhabitants.

Salt Lake County completed the previous General Plan for Cottonwood Heights in 1992. While many of the existing roadways have not changed significantly, the community has experienced continued growth since that time, along with the traffic congestion that accompanies population growth. That growth has occurred at such a rate that the City is approaching build-out conditions. As Cottonwood Heights nears build-out, its transportation needs will change. Rather than focusing on building major roadways, the City will need transportation solutions that enhance the operations of existing infrastructure. The City will also be responsible for addressing established neighborhood concerns and isolated traffic problems.

Addressing the issues listed above will aid in maintaining an efficient transportation network. The quality of transportation contributes significantly to the success and vitality of a city.

Although young in terms of incorporation, the City of Cottonwood Heights has long-standing values regarding culture and quality of life. The City should preserve and enhance these values, while taking the steps necessary to plan for its future.

Guiding Principles

Transportation networks are crucial to City life, ensuring that residents can travel to work, school, parks, stores, and homes. The City must strike a balance between mobility and access: traffic should flow smoothly through major corridors, without unreasonably limiting access to adjacent areas. Cottonwood Heights should be a place with safe streets, including spaces for people to walk. Transit service should be frequent and efficient, and connect residents with regional transit lines.

3.2 Goals, Objectives, and Policies

Goal 1: Provide a safe and pleasant environment for pedestrians.

OBJECTIVE: The City should consider completing a Pedestrian Master Plan as part of the Capital Facilities Plan.

POLICY: The Plan should identify high potential walking areas and high deficiency infrastructure areas (see Map 3.4 for a prioritization of improvements). Locations that have both high walking potential and high deficiencies of infrastructure would be delineated as high priority improvement areas.

POLICY: All new developments should include appropriate sidewalk facilities.

POLICY: The Plan should address the issue of inadequate sidewalks in built-out areas of the City. For example, the Plan should provide recommendations to complete unfinished sidewalks throughout the City as per Map 3.4.

POLICY: The City should consider establishing a process by which pedestrian improvements identified in the Plan could be included and prioritized in the Capital Improvement Program.

OBJECTIVE: Cottonwood Heights should assist the school district in ensuring that children walking to school can reach their destination safely and efficiently.

POLICY: Perform warrant studies for school crossings. These studies determine what type of crossing is justified in accordance with state and federal guidelines. Crossing treatments may include designated school zones with flashing lights, raised crosswalks, signalized crosswalks, pedestrian bridges, or other options as defined by the guidelines. The City should also consider establishing a process by which locations for warrant studies are identified based on requests or complaints from citizens.

POLICY: Ensure that schools within its jurisdiction have identified Safe Routes To Schools as required by Jordan School District. Participation in these programs will help locate deficiencies, which could be remedied by proposing improvements.

POLICY: Consider establishing a process by which improvement needs demonstrated through warrant studies or Safe Routes to Schools procedures could be included and prioritized in the Capital Improvement Program.

Goal 2: Provide residents with transportation choices and convenient alternative modes of travel.

TRANSPORTATION

OBJECTIVE: Establish an efficient, frequent, and accessible transit network in Cottonwood Heights.

POLICY: Foster a working relationship with the Utah Transit Authority (UTA) long-range planning department, to allow Cottonwood Heights to provide input on future services in the City.

POLICY: In conjunction with UTA, study the feasibility of bus rapid transit (BRT) on Fort Union Boulevard and Wasatch Boulevard; the possibility of increased frequency on existing routes; and the feasibility of other modes of transportation.

POLICY: Work with UTA to complete a citywide transit survey, to illustrate the future ridership potential in Cottonwood Heights. The survey should seek to discover current transit use patterns and the potential for increased usage if transit service were improved.

POLICY: Identify more locations for park-and-ride facilities in Cottonwood Heights, as demand demonstrates. In addition, explore establishing a mechanism for funding land acquisition for these facilities. This would help facilitate placement of future park-and-ride facilities.

OBJECTIVE: Create a network of bicycle facilities throughout the City, to serve transportation and recreation needs.

POLICY: Explore establishing a process by which improvements identified in the Urban Trails section of this General Plan can be included and prioritized in the Capital Improvements Program.

POLICY: Explore establishing a process for installing bicycle facilities on state roads, such as Wasatch Boulevard.

POLICY: Encourage formation of a Cottonwood Heights Bicycle Advisory Committee, which would advocate for cyclist issues and events.

POLICY: Encourage new developments to include bicycling amenities. These could include, but not be limited to, bicycle racks, covered bicycle lockers, or shower facilities at office buildings for bicycle commuters.

OBJECTIVE: Provide opportunities for residents to use alternative modes of transportation.

POLICY: Encourage the use of transit passes.

POLICY: Consider creating a carpool program. For example, the City could sponsor a website on which residents could post and respond to requests for carpool partners.

POLICY: Encourage the Chamber of Commerce to start a Pedal Pass program (similar to Salt Lake City's), whereby local businesses provide a small discount to customers arriving by bicycle.

Goal 3: Manage the City's road network to balance access, mobility, and safety.

OBJECTIVE: Consider completing a Transportation Master Plan (TMP), to identify which facilities require improvement and to prioritize improvement phasing. A TMP analyzes key roadway and intersection traffic volumes, socio-economic conditions, land use and

zoning, accident rates, signal locations, roadway classifications, roadway widths and cross sections, and public transit routes. As part of the TMP, a travel model is developed to project future traffic volumes. A TMP typically includes evaluation of several transportation alternatives and improvement scenarios, in order to determine a preferred build scenario and to prioritize recommended improvements.

POLICY: Designate candidates for widening, spot intersection improvements, signal timing, or other related improvements.

POLICY: Establish a working process with the County, State, and adjacent municipalities to provide input on facilities outside the City's control.

POLICY: Establish a process by which required improvements identified in the TMP can be included and prioritized in the Capital Improvement Program. This process should include regular updates to both the Transportation Master Plan and the Capital Improvement Program.

POLICY: Establish a process whereby residents can easily provide input regarding safety concerns including grade issues, sight distance, and intersection geometry.

POLICY: Adopt roadway cross-section standards to ensure that any new construction meets established guidelines.

POLICY: Establish a process for signal warrant studies and funding for improvements.

POLICY: Adopt a Neighborhood Traffic Management Program (NTMP) to address neighborhood traffic issues and discourage shortcuts through residential areas.

3.3 Existing Transportation Conditions

Transportation conditions in Cottonwood Heights are a factor of four elements (roadways, transit, pedestrian facilities, and bicycle routes) and how they interface with one another. Ideally, the four elements combine to form a comprehensive transportation network by which City residents travel from one place to another. An effective multimodal transportation network allows traffic to move smoothly between destinations, provides a range of alternative mode options, and makes the best use of existing infrastructure. In order to understand the City's transportation network, it is necessary to analyze the existing and future features of these four elements.

Roadway Network

The efficiency of a roadway relates to its functional classification. The functional classification of a roadway defines the role it plays in a community, and that role determines how much traffic the roadway should carry versus how much access is provided. Analysis of existing and future traffic volumes indicates whether each facility is operating at its capacity, and whether it will exceed that capacity in the future. Functional classification, existing and future volumes, and capacity are addressed in the paragraphs below.

Functional Classification

Functional classification of a roadway system organizes the facilities into a hierarchy, and designates different purposes for different types of roadway facilities. This hierarchy allows for varying degrees of functionality, from access to mobility. As the functional classification of a facility increases, more restrictions are placed on access. If mobility is the primary function, access should be limited; if access is the primary function, mobility will be limited. There are six functional classes of roads in Cottonwood Heights, shown in Map 3.1. Interstate freeways, State

TRANSPORTATION

System Priority Urban roads, and State Regional Priority Urban roads are State facilities, operated and maintained by UDOT; City arterials, collectors, and local streets are operated and maintained by Cottonwood Heights. The six functional classes are described below.

- Interstate Freeway: a freeway serves mobility rather than access, has interchanges at one-mile intervals, and accommodates high speeds (55 mph or higher).
- State System Priority Urban: these facilities generally accommodate high speeds (50 mph or higher) and relatively high traffic volumes. They connect to interstates and regional facilities, primarily in urban areas. They emphasize mobility over access and generally function as major arterials.
- State Regional Priority Urban: these facilities allow movement between multiple jurisdictions, and connect to interstates or other state system facilities. They are typically located through urban areas, and can accommodate moderate speeds (45 mph or higher) and moderate to high traffic volumes. While they also function as major arterials, more access is allowed on a Regional Priority Urban facility than on a System Priority Urban facility.
- City Arterial: arterials in Cottonwood Heights are generally spaced at one-mile intervals and serve mobility but allow limited access to adjacent properties. These facilities serve travel for shorter distances and a lower level of service than the priority urban facilities. Speeds on arterials typically range from 35 – 40 mph.
- City Collector: collectors function as providers of both mobility and access to residential and commercial areas of the City. Collectors are typically spaced at ½-mile intervals or shorter distances, and have intersections placed 300' apart. Speeds on collector streets are typically limited to 25 – 30 mph.
- City Local: local streets are the lowest functional classification in the City, providing the highest level of access and the least mobility. Movement on local streets typically channels to collectors and onward through the functional system. Trips on local streets are generally short, and traffic volumes are relatively low. Through traffic should be discouraged on local streets, and speeds should be no higher than 25 mph.

Existing and Future Volumes

Fehr & Peers collected 2005 traffic counts for corridors identified in the neighborhood meetings as congested areas. This data was supplemented with 2003 average daily traffic volumes provided by the Utah Department of Transportation (*Traffic on Utah Highways 2003*). Both sets of traffic counts were used to identify deficiencies with the existing transportation system. Future 2030 traffic volumes were developed based on historical growth rates. Historical growth rates were verified using the Wasatch Front Regional Council (WFRC) Travel Demand Model (TDM) forecasts. Traffic growth patterns in Cottonwood Heights are typical of a community approaching build-out. In general, traffic growth follows a logarithmic curve, where growth slows in future years.

Capacity is the next factor in determining roadway conditions. Functional class, as described above, influences roadway capacity. However, other factors (such as the number of lanes, intersection control, left turn treatments, and speed) contribute to roadway capacity. Map 3.2 depicts existing and future 2003 and 2030 traffic volumes, as well as estimated roadway capacities (the capacities shown are planning-level capacities for arterial and collector streets, and detailed operations analysis would be required to determine specific roadway capacities). As Map 3.2 illustrates, many of Cottonwood Heights' road facilities are of adequate capacity to handle 2030 daily traffic volumes. However, some roadway segments are expected to operate at a level above their capacity, and may require improvements. Potential improvements for these facilities are discussed in Section 3.4, Future Roadway Network.

Transit

At neighborhood meetings, community members expressed a desire for more frequent and expedient transit service. Table 3.1 and Map 3.3 show the existing Cottonwood

Table 3.1 Existing Transit Routes		
Route Number	Name	Frequency
8	11 th East	Every 20 minutes
11	13 th East	Every 30 minutes
14	East Millcreek	Every 30 minutes
21	Granite	2 inbound AM, 2 outbound PM
27	Fort Union	Hourly
32	Cottonwood Heights	Hourly
33	White City (shuttle)	Hourly; every 30 minutes during peak period
85	7200 South	Every 30 minutes
98	7200 South TRAX/ Snowbird/Alta	2 up canyons AM, 2 down canyons PM
132	Cottonwood Heights Nite Ride	Hourly
133	White City Nite Ride	Hourly
354	South Valley/U of U Express	4 inbound AM, 3 outbound PM

The WFRC Long Range Plan identifies several additional transit facilities planned for the future, including bus rapid transit (BRT), enhanced bus, and high frequency bus services. Map 3.3 shows the existing and proposed transit services. Proposed transit elements are referred to here for discussion purposes; however, the Long Range Plan is updated frequently and these elements may change. Cottonwood Heights is interested in cooperating with both WFRC and UTA to ensure that transit improvements are sensitive to the community's needs and do not adversely affect the residents of the City.

- BRT: according to the WFRC Long Range Plan, BRT is proposed to operate from the Stadium station on the University TRAX line along 1300 East to Fort Union Boulevard in Phase 1 of the Plan (2004 – 2012). In Phase 2 (2013 – 2022), the route would be extended to 12600 South. BRT stations would be spaced at one-mile intervals, with the cities along the alignment determining the final station locations. As proposed, BRT would run on 15-minute headways and allow users to buy tickets prior to boarding the bus, similar to the TRAX boarding system. This facilitates faster boarding at individual stops. In addition, community members identified a desire for BRT along Fort Union Boulevard to the Midvale Fort Union station on the Salt Lake/Sandy TRAX line and along Wasatch Boulevard to the Stadium station on the University TRAX line. If Cottonwood Heights wishes to pursue transit lines on these facilities, the City should work with neighboring jurisdictions and Utah Transit Authority (UTA) to perform a corridor study along Wasatch Boulevard or Fort Union Boulevard. However, the City should first conduct a citywide transit survey to determine the true need. Also, an enhanced bus service is proposed in the WFRC Long Range Plan that may satisfy the needs of the community.
- Enhanced bus: this service has TRAX-like stations, signal priority on surface streets, its own freeway ramp, and 15-minute headways. According to WFRC, enhanced bus service is planned for Phase 2 along I-215. Cottonwood Heights residents will access the service at a proposed transit hub near the Union Park Avenue I-215 exit. The enhanced bus route will run from the Midvale Fort Union TRAX station on the Salt Lake/Sandy line,

TRANSPORTATION

along I-215 through the valley's east side, onto Foothill Boulevard, and will terminate at the Stadium station on the University TRAX line.

- High frequency bus: high frequency bus service will tie into the proposed 1300 East BRT line at 2700 South, and will run southward to 10600 South along Highland Drive. These bus stops will be spaced similar to standard bus stops, and the service will run on 15-minute headways.

Pedestrian Facilities

In many locations sidewalks are present on only one side of the street, and in some cases, there are no sidewalks at all. Many facilities in Cottonwood Heights generate pedestrian traffic, and could generate even more if adequate sidewalk infrastructure were available. Map 3.4 identifies facilities with high pedestrian potential. Facilities with high pedestrian potential include parks, schools, and recreation centers. Areas within a ¼-mile radius of these facilities are considered high potential activity zones, and areas within a ½-mile radius are considered medium potential activity zones. Pedestrian facilities within these areas should receive priority for improvements, given their proximity to activity generators.

Sidewalks should be developed in the following order of priority:

- 1) Safe Routes to Schools
 - a. ¼ mile radius
 - b. ½ mile radius
- 2) Parks and Open Spaces
 - a. ¼ mile radius
 - b. ½ mile radius
- 3) Neighborhood Commercial Centers
 - a. ¼ mile radius
 - b. ½ mile radius
- 4) Civic and Community Centers
 - a. ¼ mile radius
 - b. ½ mile radius
- 5) Residential Neighborhoods with Incomplete Sidewalks

Sidewalk and safe routes to schools is an obvious priority. Parks and open spaces are also often visited by children and the elderly, and therefore they are listed as the second level priority for new sidewalk development or repair. A less obvious priority for sidewalks are those which connect to neighborhood commercial areas. These areas are designed to meet the needs of people living within a specific neighborhood. Ensuring that sidewalks are available and in good condition will provide opportunities for the residents of these neighborhoods to access these local shopping areas. The fourth priority, but still important, are sidewalks in civic and commercial centers. These areas are designed to be destinations where different types of services and business are located in a central area. Providing sidewalks in these areas will encourage people to walk from one business to another, eliminating a large amount of potential traffic congestion in these major activity centers.

Bicycle Facilities

The City has expressed a need for safe and interconnected bicycle facilities in their City. Cycling can provide opportunities for commuting, local transportation, and recreation within the City, all of which are valued by residents. See the Urban Trails section of this General Plan for more information on existing and planned cycling facilities.

3.4 Transportation Plan

The analysis of existing and future conditions indicates a need for improvements to the City's transportation network. This General Plan identifies several types of improvements to implement in Cottonwood Heights, in addition to items already proposed in the WFRC Long Range Plan. These improvements include increasing roadway capacity, access management strategies, intersection enhancements, and neighborhood traffic management.

The Future Roadway Improvements Map shows some specific roadway improvements identified in the Wasatch Front Regional Council (WFRC) and Utah Department of Transportation (UDOT) long range plans. These improvements are identified as "WFRC LRP Widening" on the Map. The City would like to work with WFRC and UDOT to ensure that any expansions do not negatively impact the community and are sensitive to the natural environment. The City is interested in working with the entities to help develop context sensitive solutions to regional transportation issues that cross through Cottonwood Heights.

Increased Roadway Capacity

Roadway capacities can be increased by widening roadways to accommodate more through travel lanes, or restriping existing facilities to make better use of available space. Cottonwood Heights should work with neighboring cities to address concerns on roads which cross City boundaries. This is particularly crucial for 3000 East by the large office complex developments where road capacity is already taxed during peak traffic hours. As shown in Map 3.2, "Existing and Future Volumes Map," several roads in Cottonwood Heights will have volumes exceeding 110% of estimated roadway capacity in 2030. Widening or restriping improvements are proposed for the following roads:

- Wasatch Boulevard: widen to two lanes per direction between 7800 South and Little Cottonwood Road
- Fort Union Boulevard: widen to two lanes per direction from 3000 East to Wasatch Boulevard
- Highland Drive: widen to three lanes per direction between Bengal Boulevard and Creek Road
- 2300 East: restripe between Fort Union Boulevard and Bengal Boulevard to accommodate one lane of travel per direction plus a center turn lane. Adding a center turn lane provides additional capacity by removing left turns from the major traffic stream and making turning from the minor streets safer; however, existing shoulder widths must be reduced to accommodate the new center turn lane.

Of the improvements listed above, the following are currently included in the WFRC Long Range Plan:

- Wasatch Boulevard: North Little Cottonwood Road to Little Cottonwood Road in Phase 1 (2004 – 2012), and Fort Union Boulevard to North Little Cottonwood Road in Phase 2 (2013 – 2022)
- Fort Union Boulevard: 3000 East to Wasatch Boulevard in Phase 1
- Highland Drive: I-215 to 9400 South in Phase 3 (2023 – 2030); however, because Highland Drive is already at a six-lane cross-section between I-215 and Bengal Boulevard, this General Plan only recommends widening south of Bengal.

With these improvements, these facilities should adequately handle the estimated 2030 volumes. These recommendations are reflected in Map 3.5, "Future Roadway Improvements Map."

Access Management

Roadway widening may be the most dramatic measure for improving roadway capacity, but access management will also improve corridor operations. Access management strategies are

TRANSPORTATION

intended to provide access to properties along arterial streets, while simultaneously maintaining traffic flow and optimizing safety, capacity, and speed. Access management techniques have been found to provide notable increases in capacity on arterial roadways. There are four basic methods of access management, as described below:

- Limit the number of conflict points that a vehicle may experience in its travel. This is especially true at intersections and driveways where vehicle, pedestrian, and bicycle paths cross, merge and diverge.
- Separate those conflict points that cannot be eliminated. Provide adequate spacing between conflict points; this will give motorists, pedestrians, and cyclists adequate time to react to the conflict points.
- Remove turning vehicles from through travel lanes. Provide turning lanes and restrict turning movements. This allows turning and merging traffic to adjust travel speeds appropriately, minimizing impact on through travel movements.
- Provide adequate on-site internal circulation and storage, which will improve operations on the adjacent roadway.

The following corridors would benefit from the implementation of additional access management techniques:

- Fort Union Boulevard between 2300 East and Union Park Avenue
- Highland Drive between I-215 and Bengal Boulevard

There are numerous individual businesses and corresponding driveways along both corridors. These access points contribute to high levels of congestion along the corridors, particularly during the peak periods. Possible access management measures include adding a central concrete median to limit left-turn movements, closing curb cuts, and consolidating driveways. Consolidating access may not be feasible along these entire corridors, but should be considered in any redevelopment projects.

Intersection Improvements

Intersection improvements may also improve traffic flow on Fort Union Boulevard and on Bengal Boulevard as identified in Map 3.5, "Future Roadway Improvements Map." Possible intersection improvements include coordinating signal timings, re-optimizing signal phasing, adding turn lanes, and/or improving signage. Traffic operations at individual intersections should be examined at a detailed level to determine the best course of action. The following intersections demonstrate preliminary need for improvement:

- Fort Union Boulevard at Union Park Avenue, 1300 East, Park Centre Drive, 1700 East, Highland Drive, and 2300 East: the intersections along this corridor were identified in the neighborhood meetings as not operating efficiently. Congestion is common along Fort Union Boulevard between 2300 East and Union Park Avenue, particularly during the peak periods. While existing traffic volumes do not exceed the roadway's estimated capacity, intersection improvements are recommended to facilitate more efficient movement through the corridor.
- Fort Union Boulevard at 1495 East: this intersection operates poorly partially because it is offset from the intersection at Park Centre Drive. Neighbors expressed a desire to align these intersections, providing better access to the neighborhoods and minimizing conflicting movements.
- Bengal Boulevard at 2600 East: this intersection has unsignalized accesses spaced too closely to the intersection. The City should consider options for managing driveway access at the intersection.
- Wasatch Boulevard at North Little Cottonwood Canyon Road (the Y-intersection near La Caille): Currently Danish Road with Wasatch Boulevard at an excessive skew angle just south of the Y-intersection, creating an awkward movement for traffic from North Little

Cottonwood Canyon Road trying to access Danish Road and Creek Road. The City should consider realigning this intersection to eliminate difficult traffic movements. Additionally, in the event that the Walker property in the foothills of southeast Cottonwood Heights is developed, this intersection may become more heavily used. Since east-west arterials are limited to Creek Road and Fort Union Boulevard, it is probable that considerable traffic will make this awkward movement to access Danish Road and Creek Road.

Neighborhood Traffic Management Program

A Neighborhood Traffic Management Program (NTMP) is a process of identifying, prioritizing, and addressing neighborhood traffic concerns. A NTMP consists of a well-defined citywide program that utilizes successfully tested methods and physical measures, implemented on a temporary or permanent basis. This type of program is particularly useful in established neighborhoods. Where enforcement and education efforts fail to reduce speeds, physical traffic calming elements may be a solution.

NTMP measures are separated into two primary levels:

- Level I measures consist of standard traffic control devices contained in the Manual on Uniform Traffic Control Devices (AASHTO, 2000), plus speed-control traffic calming measures that fall outside of the AASHTO designs. Traffic calming measures are often referred to as "roadway design features," to distinguish them from traffic control devices. Level I measures include, for example, curb extensions, traffic circles, and speed humps.
- Level II measures are primarily volume-control traffic management measures that impose turn restrictions or create full or partial street closures. Level II measures are generally considered the most controversial and should be considered primarily when Level I measures have not met the goals of a specific plan.

A NTMP can be proactive (systematically addressing neighborhood traffic impacts on a citywide basis) or reactive (relying on neighborhood complaints to reveal problems), citywide or highly localized, and volume or speed related. It can develop warrants or guidelines, require participation by neighborhood residents only or by all City residents, and specify funding and prioritization.

Neighborhood traffic management concepts should be instituted in selected areas throughout Cottonwood Heights. The following roads were identified as traffic calming candidates, based on gathered speed data, observed conditions, and feedback received in the public comment period:

- 1700 East between Fort Union Boulevard and 7200 South
- 7200 South between 1700 East and Highland Drive
- Creek Road east of approximately 2600 East
- Danish Road between Creek Road and Wasatch Boulevard
- Oak Creek Drive, Portsmouth Ave., and Nantucket Drive

Traffic calming measures can help maintain reasonable speeds and volumes on these neighborhood streets. Speed limits are generally set based on the 85th percentile speed of the roadway. In other words, at least 85% of all the cars on a roadway should travel at or below the posted speed limit. In the case of Creek Road and 2300 East the 85th percentile speed was 5-10 miles over the speed limit. On both Danish Road and 1700 East, the 85th percentile speed was more than 10 miles per hour over the posted speed limit. All four roadways would be good candidates for the implementation of traffic calming measures.

3.5 Tools and Implementation Strategies

- Conduct a Pedestrian Master Plan
- Conduct a Transportation Master Plan
- Complete studies on a case-by-case basis for the improvements identified in the Future Roadway Improvements Map
- Adopt a Neighborhood Traffic Management Program
- Capital Improvement Plan

3.6 Citizen Comments

During this General Planning process a significant effort was placed on encouraging public participation and involvement in development of the plan. A series of six public workshops were held to solicit input from the public on which topics should be included in the General Plan. Hundreds of citizens participated in these workshops, providing written and graphic comments concerning the future of the city. A separate workshop was organized specifically for business owners in the city. Data collected from these workshops was compiled into a series of maps and written documents.

Citizens were asked at these workshops to help identify goals and issues to be considered in the General Plan process. Comments gathered through these workshops and through an unscientific survey served as a "wish list" for Cottonwood Heights that did not consider financial, political, or physical feasibility.

The key issues identified in community workshops for transportation are:

- 1) Lack of efficient transit service. In addition, many residents expressed a desire for bus rapid transit (BRT) routes on Wasatch Boulevard and Fort Union Boulevard, connecting to existing TRAX lines.
- 2) Lack of a bicycle facility network, connecting neighborhoods to the foothills and the Bonneville Shoreline Trail.
- 3) Traffic congestion on Fort Union Boulevard and Highland Drive.
- 4) Problematic intersections, such as 2600 East and Bengal Boulevard, 1300 East and Fort Union Boulevard, Fort Union Boulevard and Highland Drive, Wasatch Boulevard and Kings Hill Drive, and the I-215 eastbound exit onto southbound Highland Drive.
- 5) Shortcutting through neighborhoods around Highland Drive and Fort Union Boulevard, in an attempt to avoid congestion on those streets.
- 6) Speeding in residential areas, particularly on hilly streets (such as Cavalier Drive and Oak Creek Drive)
- 7) Lack of consistent pedestrian facilities in the city. Frequently sidewalks are located on only one side of the road, creating a hazardous situation for pedestrians. The problem is amplified near schools such as Ridgecrest Elementary: when school is dismissed for the day, children spill out of the buildings onto the roadway because the sidewalk cannot adequately accommodate the volume of children. Many older neighborhoods have no sidewalks at all.
- 8) Need for a better Fort Union Boulevard crossing facility for students at Bella Vista and Ridgecrest Elementary School.



Chapter IV

Parks and Open Space

4.1 Background and Introduction

The aesthetics of open spaces within and surrounding Cottonwood Heights are some of the City's greatest assets and contribute to the high quality of life that Cottonwood Heights' residents have come to expect. The City is interested in preserving and enhancing open space for both current and future generations.

Park and recreation facilities within the city boundaries are currently managed/overseen primarily by the Cottonwood Heights Parks and Recreation Service District. Presently the District, which covers about 85% of the land within the current municipal boundaries, manages existing active parks space, recreation facilities, and recreation programs (in some instances jointly with Salt Lake County and the School District). Service District oversight could expand to include urban trails and new city parks. An elected board of officials manages the Service District, utilizing taxes collected from residents within the Service District.

Residents of Cottonwood Heights also pay taxes as part of the County "ZAP" (Zoo, Arts & Parks) tax program. This funding is used to develop parks and recreation facilities throughout the county. However, to date there is no permanent allocation of ZAP funding available for facilities within the Cottonwood Heights Parks and Recreation Service District. The City should pursue ZAP funding for appropriate City projects as well as for support ~~for-of~~ the Service District.

Guiding Principles

Parks and open space are an important element of city life, providing green space for use in both passive and active ways. The City places a high priority on park and open spaces and the value it contributes to their community and quality of life. In addition, the City identifies itself as being a gateway to the canyons, the Wasatch Mountains, and the natural and recreational opportunities they provide. The intent of the Parks and Open Space Element is to provide Cottonwood Heights with a framework for preserving and enhancing parks, natural open spaces, view corridors, and aesthetics within the City.

4.2 Goals, Objectives and Policies

Goal 1: Preserve and protect natural open spaces and view corridors to the foothills and in other important areas of the City.

OBJECTIVE: The City should work with private landowners, the US Forest Service, School Districts, and other public/private landowners to encourage responsible development of private land and protection of open spaces along the foothills and in other important areas of the City.

POLICY: The City should explore the effectiveness and applicability of open space preservation tools such as cluster development, transfer of development rights, purchase of development rights, bonding, and conservation easements.

POLICY: Effectively manage natural open spaces and view corridors to the foothills through implementation of appropriate zoning policies and working with private landowners to achieve development consistent with the area's natural characteristics.

Goal 2: Maintain high quality parks and recreation facilities and recreation programs.

OBJECTIVE: The City should collaborate with Cottonwood Heights Parks and Recreation Service District to develop a standard level of service for each category of parks (within the recommended hierarchy).

POLICY: Coordinate with the Cottonwood Heights Parks and Recreation Service District and Salt Lake County Parks and Recreation to provide recreation opportunities in areas of the city less served by parks and recreation facilities.

OBJECTIVE: Pursue the appropriation of ZAP funding for projects in Cottonwood Heights, including, where appropriate, projects benefiting Cottonwood Heights Recreation Center.

POLICY: Be recognized by the county so that ZAP taxes can be used to increase and improve services where desirable.

Goal 3: Provide for equally distributed parks and open space opportunities throughout the City.

OBJECTIVE: Coordinate with the Cottonwood Heights Park and Recreation Service District to develop a mutual Parks and Open Space Master Plan to guide development of desired facilities.

POLICY: Create a committee to build upon the recently completed Cottonwood Heights Recreation Service Area Master Plan and complete a full comprehensive survey of existing facilities to determine what additional facilities/renovations are required to serve the City.

POLICY: Prioritize the implementation of park facility upgrades and new installations throughout the City according to community needs.

POLICY: Look for opportunities to develop and connect parks, open space and trails to create as much contiguous passive and active recreation opportunities as feasible. This plan will also guide land use approvals that have parks, open space and trails as a part of the approval to coordinate with existing and planned facilities.

OBJECTIVE: Provide the appropriate type and quantity of facilities for the citizens of the City.

POLICY: Determine changing demographics of the City.

POLICY: Consider development of new programs such as cultural/theater activities, youth center, and senior center.

OBJECTIVE: Fill in any gaps in the network of parks and trails throughout the City to ensure convenient access to parks for all residents.

POLICY: Provide for a **hierarchy** of park spaces.

- Neighborhood
 - Pocket
- Community (District)
- City Wide
- Regional

POLICY: Coordinate park development with the City's Urban Trails and Transportation plans to ensure easy access for all age groups to park and recreation facilities.

4.3 Existing Parks and Open Spaces

Cottonwood Heights provides its residents a number of opportunities for recreation within the City. These opportunities include formal developed parks, natural open spaces, recreation centers, and civic spaces. The Cottonwood Heights community is an active one, and the City has an interest in setting aside more open spaces for recreation and ensuring that all residents have convenient access to parks.

Currently, there is a need for greater connection between existing parks and open spaces. Not all residents of the City can easily access the parks, and establishing more trails and bike lanes is a high priority of the community. A network of urban trails would help connect parks and open spaces and would provide greater accessibility for many residents. These trails would primarily fall within existing street right-of-way; however, development of shared use paths may require additional right-of-way and would require careful consideration of private property rights. Please refer to the Urban Trails Element (Chapter V.) for a more detailed analysis of trails and bicycle facilities in the City, and recommendations for expansion of this trails system.

Parks

Cottonwood Heights has a number of parks within the existing City boundaries; these include Crestwood Park, Antczack Park, Berry Hill Park, Mill Hollow Park, Bywater Park, Golden Hills Park, Butler Park, Lab Alive, and a skate park. Many of these parks are programmed and/or partially owned by the Cottonwood Heights Parks & Recreation Service District. The parks offer different recreational opportunities and facilities. In addition to these parks, the park spaces around Bella Vista and Mountview Elementary Schools are managed by the Cottonwood Heights Parks and Recreation Service District.

Table 4.1
Existing Park Inventory

Park Name	Park Type	Acreage	Restrooms	Play-ground	Ball Fields	Tennis	Baseball	Volley-ball	Track	Off-Leash Area	Picnic Pavilions	Horse-shoes
Crestwood/South Cottonwood Park	N/ CW	15.72/ 42.05	X	X		X		X			X*	
Butler/CH Rec. Center	CW	16.91	X	X	X	X		X			X	X
Antczack	C	6.95	X	X		X	X	X			X	X
Berry Hill*	N	1.64										
Mill Hollow	N	11.41	X	X		X	X		X		X	
Bywater	C	9.3	X	X	X	X	X	X		X	X	X
Golden Hills**	N	3.7		X		X	X		X**			
Lab Alive	N	1.63										
CH Skatepark	K	8.17										
School Name												
Bella Vista	S	11.33		X	X		X					
Ridgecrest	S	10.01		X	X							
Butler Elementary	S	8.39		X	X							
Canyon View	S	9.35		X	X							
Mountview	S	11.33										
Cottonwood Heights	S	30.98										
Butler Middle	S	1.0										
Brighton High School	S	36.40							X			
Park Hierarchy N=Neighborhood C=Community (District) CW=City Wide R=Regional (none currently in Cottonwood Heights) S=School (school restrooms are not considered available for parks use) K=Skatepark												
Table Notes: * Berry Hill has no facilities other than three (3) metal benches around the park. X* Crestwood Park's pavilion is not covered. X** Golden Hills has a 1587 feet of a cement walking path.												

The majority of the developed parks within Cottonwood Heights are smaller neighborhood parks. The City has expressed a desire to expand existing parks where possible to provide greater recreation opportunities to residents of the entire City. The City would like to see more neighborhood parks, ball fields, playgrounds for children, and tennis courts. These demands could be met through developing additional neighborhood parks within the other parts of the city, and enhancing those that already exist.

With the increasing interest in soccer, lacrosse, and little league football more ball fields will likely be needed to meet the demands of a growing population. Salt Lake County has identified a deficiency in tennis courts within the County and community requests for more tennis courts reinforce these findings. The existing park inventory shows that there is a lack of off-leash dog areas. There also appears to be a lack of ball diamonds and running tracks; however, a desire for more of these facilities was not expressed.

Table 4.2 Parks Standards			
Type	Service Area	Acres/Residents	Usual Size
Sub-Neighborhood and Neighborhood	0.5 mile	2 acres/1000	0.5 – 5 acres
Community (District)	1.5 miles	3.5 acres/1000	5 – 25 acres
City-wide	3 miles	2 acres/1000	25 – 50 acres
Regional	Entire City	15 acres/1000	50+ acres
Source: <u>Manual of Housing/Planning and Design Criteria</u> . By, De Chiara and Koppelman			

Table 4.3 Current City and County Park Acreage				
Type	Current # of Parks	Current Acreage	Acres Recommended*	Current Deficiency
Sub- Neighborhood And Neighborhood	5	33.77	70	36.23
Community (District)	2	16.25	123	106.75
City-wide	2	58.96	70	11.04
Regional	0	0	528	528
Total		117.79108.98	791	673.21682.02
* Based on an estimated 2000 population of 35,247				

Recreation Facilities

The Cottonwood Heights Recreation Center and the Crestwood Swimming Pool provide recreation opportunities for the entire community. The Cottonwood Heights Parks and Recreation Service District operates the Cottonwood Heights Recreation Center and recently completed a master planning process for this facility. The master plan includes recommendations for a number of improvements to the building and the recreational facilities and opportunities within.

The Cottonwood Heights Recreation Center offers a number of recreation opportunities and facilities, which are otherwise, not offered within the city. This facility fills an important gap in the recreation needs for the community of Cottonwood Heights. The community has expressed an interest in maintaining this facility and expanding awareness of the opportunities offered here to other members of the community. This facility is important to the community because it is the only facility of its kind to which membership is available to virtually anyone in the City for a nominal fee.

There are other recreation facilities within Cottonwood Heights as well. These include the County operated Crestwood Pool and the privately owned Canyon Racquet Club. Cottonwood Heights residents enjoy the Crestwood Swimming Pool and, although Salt Lake County has stated its

PARKS AND OPEN SPACE

intent to close this facility, residents have expressed interest in expanding availability of this facility to more members of the community.

Just beyond the City borders, there are a number of other gym and fitness facilities including the Bally's Spa, the Xcel gym, and Gold's Gym. While not within the city boundaries, many residents of Cottonwood Heights use these facilities on a regular basis.

Table 4.4
Existing Recreation Facility Inventory

Recreation Center Name	Tennis	Exercise Equipment	Swim	Ball Fields	Sport Courts	Ice Rink	Racquetball & Squash
Crestwood Pool	X		X				
CH Recreation Center	X	X	X	X	X	X	X
Canyon Racquet Club	X	X	X				

Natural Open Space

There are a number of small natural open spaces scattered throughout the city and a significant acreage of open space along the foothills of the Wasatch Mountains. Preserving more open spaces is a priority for the City. The open spaces and view corridors to the mountains are some of the City's greatest attributes. Residents have worked very hard to ensure that these areas remain as open and natural as possible, while still accommodating appropriate levels of development.

Civic/Religious Institutions

Public schools, religious institutions, and other civic facilities often provide open spaces. There are a number of public schools within the City and most of them provide some open space in the form of playgrounds and ball fields. Jordan School District recently announced the closure of Cottonwood Heights and Mountview Elementary Schools. Many members of the community have expressed interest in preserving the open space around the school for public use. Given the fact that Cottonwood Heights is largely built out, open spaces for developing new parks are limited. These school closures provide the City with a rare opportunity to designate additional parks and city open space within the center of the developed City. The Cottonwood Heights Parks and Recreation Service District manages the open space around the public schools within Cottonwood Heights. The Service District has expressed interest in ensuring that the open space around Cottonwood Heights Elementary School remains open. As the school is attached to Salt Lake County's Butler Park, the Service District notes that keeping the school grounds open is also critical to the vitality of Butler Park.

4.4 Parks and Open Space Plan

Open space is typically described as a land use that has not been developed for commercial, office, or retail use. Recreation-oriented open space can be in the form of park space, natural undeveloped lands, recreation facilities, public utility, railroad, road and canal corridors, or the grounds of civic, educational and religious institutions. The Parks and Open Space Map illustrates preferred parks and open spaces in specific areas of the City. Generally the map mirrors current land uses in those areas where the present use is deemed desirable and appropriate. Vacant areas, areas with inappropriate current uses, and areas potentially available for parks and open space may be indicated on the Parks and Open Space Map as uses other than their present use. The Parks and Open Space Plan and Map are consistent with both the Cottonwood Heights Parks and Recreation Service District Master Plan and Salt Lake County's draft Parks and Recreation Master Plan.

The Parks and Open Space Plan and Map contains the following designations:

Parks:

Parks are developed facilities within the city that provide opportunities for outdoor active and passive recreation programs. There are four categories (hierarchy) of parks:

- Regional: regional parks draw users from multiple cities and communities. These parks typically have large complexes of ball fields, and facilities to serve large numbers of park users. Cottonwood Heights does not currently have a regional park.
- City Wide: Citywide parks generally draw users from within the City. The Cottonwood Heights Recreation Center/Elementary School is an example of a citywide park. These parks typically have a variety of ball fields, playgrounds, etc.
- Community: Community parks are generally used by residents living within the area directly adjacent to or within walking distance of the park. Barriers such as heavily traveled roads discourage the use of these parks. Bywater Park is an example of a community park. These parks often have limited facilities such as a single basketball and/or tennis court.
- Neighborhood/Pocket: Neighborhood or Pocket parks, similar to community parks, are typically only used by the residents living immediately adjacent to the park. However, these parks generally have no or few amenities.

Recreation Facilities:

Recreation centers are facilities within the city that provide opportunities for indoor and/or outdoor active recreation programs. The Cottonwood Heights Recreation Center is an example. Other facilities that may be classified as recreation centers are golf courses, racquetball clubs, etc. Recreation centers typically provide structured programs for activities such as fitness classes, swimming lessons, etc. Activities at citywide parks such as softball leagues may also be administered by recreation centers.

Natural Open Space:

Natural open space is land that has not been developed for residential, commercial or industrial use. Natural open space may or may not contain some form of the native plant community. Typically no amenities are available for users of open space. Access to these spaces is provided by trail/trail head facilities only.

Civic, Educational and Religious Institutions:

These facilities often have usable open space. Facilities such as schools often have ball fields, playgrounds, and other facilities. In Cottonwood Heights many of these facilities are available for use through agreements between the Jordan School District and the Cottonwood Heights Parks and Recreation Service District.

Religious institutions also often have open spaces available for use. Examples are ball fields, picnic pavilions, playgrounds, etc.

Public Utility, Railroad, Road and Canal Corridors:

Linear corridors offer unique opportunities to connect other open space sites and destinations throughout the community. Additionally, linear corridors offer opportunities for active recreation such as running, biking, walking, etc., and alternative circulation throughout the community. There are many examples in other Utah communities of right-of-way corridors that successfully serve as a linear recreation amenity including sections of the Bonneville Shoreline Trail. A local example of a corridor which could be enhanced to provide recreation is the East Jordan Canal near Mountview Elementary School.

Sensitive Lands

These areas are privately owned open spaces that have development potential, but also open space values. Although these areas are private, the open space contributes to the aesthetics of

PARKS AND OPEN SPACE

the City. Additionally, some landowners may allow easements across their land for the public to access adjacent public property.

Future Parks and Open Space

In general, the Parks and Open Space Plan is intended to maintain and enhance the existing parks and open space, while providing a set of tools for developing more parks and open spaces as opportunities become available.

Parks

Cottonwood Heights is proud of the extensive parks network that it provides to its residents. These recreational opportunities, and the tremendous impact they have on quality of life, is one of the key reasons that people have chosen to live in Cottonwood Heights. The City should preserve and maintain existing parks, and work to establish additional parks as opportunities arise. One such opportunity is the closure of the Cottonwood Heights and Mountview Elementary Schools. The City should work with the Jordan School District and the Cottonwood Heights Parks and Recreation Service District to encourage the preservation of these school grounds as public open space. The City has expressed interest in developing a larger city wide park. Combining the open space around Cottonwood Heights Elementary School with Butler Park and the Cottonwood Heights Recreation Center could meet this desire. Additionally, unless the Mountview Elementary School area is preserved as a park, the residents of this area of the City would have very little available open space available to them, and no easily accessible developed parks.

Another key element provision of the Parks and Open Space Element is ensuring that the parks and open spaces within the City are linked together where possible with a trails system to provide connectivity and accessibility. As urban trails are developed in the city, there will be better opportunity for people to access parks and open spaces. The Urban Trails Element of this plan (Chapter VI.) provides a much more detailed discussion of the vision for trails throughout the City.

The City would also like to ensure that parks are equally distributed throughout the City. Certain areas of the City are not well served by parks and open spaces. The Parks and Open Space Plan outlines a vision and mechanisms for funding the development of additional neighborhood parks as land becomes available.

Table 4.5 shows the total acreage of parks in the City under the Parks and Open Space Plan. Two primary changes from the existing conditions are incorporated:

- 1) Mountview Elementary is preserved as a neighborhood park, adding 11.33 acres to the neighborhood park category.
- 2) Butler Park, Cottonwood Heights Elementary, and the Cottonwood Heights Recreation Center properties are combined and formally designated as a shared use, city-wide park. This creates a park of 47.89 acres. Compared to Table 4.3, the addition of Cottonwood Heights Elementary adds-increases the acreage in the city-wide park category by 30.98 acres to the city-wide park category.

Table 4.5 Parks and Open Space Plan Acreage				
Type	Planned # of Parks	Planned Acreage	Acres Recommended*	Future Deficiency
Sub- Neighborhood* And Neighborhood	6	45.1	70	24.9
Community (District)	2	16.25	123	106.5
City-wide**	2	89.94	70	-19.94
Regional	0	0	528	528
Total		151.29	791	639.46
Table Notes: * Mountview Elementary preserved as neighborhood park ** Butler Park, Cottonwood Heights Elementary, and the Cottonwood Recreation Center combined into large City-wide park				

Open Space

Cottonwood Heights is unique in its proximity to the Wasatch Mountain foothills and the incredible views they provide. Preserving these areas for the recreation, aesthetics, and quality of life amenities that they provide is a key focus of the Parks and Open Space Element.

There is a substantial opportunity for preservation of access to the mountains and open spaces along the eastern boundary of the City and within the possible annexation area. Although this area is almost entirely privately owned, many residents of the entire Cottonwood Heights community recreate on this land or travel across it to access public lands. Any efforts to set aside or preserve this open space would need to be negotiated with the private landowners. As open spaces are set aside for public use in the future, the community noted a strong interest in establishing formal access to the foothills and mountains.

The Parks and Open Space plan proposes working with private landowners to preserve as much open space as possible along the foothills within the municipal boundaries, as ~~this is~~ these are essentially the only remaining large blocks of undeveloped space.

Table 4.6 Parks and Open Space Plan Acreage		
Park or Open Space Type	Acreage	% Of Total Park & Open Space Acreage
Sub-Neighborhood and Neighborhood Parks	45.1	4.45%
District Parks	16.25	1.60%
City-wide Parks	89.94	8.88%
Regional Parks	0	0.00%
Natural Open Spaces/ Sensitive Lands	852	84.08%
Misc.	10	0.99%
Total	1013.29	100%

4.5 Park Development Recommendations

In general, the City indicated that additional parks and recreation facilities are necessary to serve the community in the future. This need is also clearly depicted, based on the Manual of Housing/Planning and Design Criteria, by Table 4.3. Based on the City's desire for additional parks and open spaces, and the estimated deficiency in citywide and regional parks, it is

PARKS AND OPEN SPACE

recommended that Cottonwood Heights consider providing additional parks and open spaces a priority.

However, the city faces a challenge in providing additional parks and open space opportunities within the city. A majority of the residents of the city would quickly voice their interest and support for the development of additional parks. However, when asked if they would support using tax dollars for the purchase of additional open spaces, these same residents strongly commented against this funding option. Prioritization of park and open space needs will ensure that the most needed parks and recreational issues are addressed first, and that public dollars will be spent in the most efficient and effective manner.

The City should consider developing a comprehensive parks and open space inventory to determine services not being provided by the current park system. Coupled with analysis of the city's demographics, a parks and open space master plan could be developed to prioritize parks and open spaces needs. A specific Parks and Open Space Master Plan could outline services and features to be constructed at existing parks, as well as new parks and open spaces to be acquired, developed and preserved.

The city should explore developing, in conjunction with the Cottonwood Heights Parks & Recreation District, a plan for additional park and open space development as opportunities become available, such as the Cottonwood Heights and Mountview Elementary schools. The City should express its interests in maintaining these spaces as public open space becomes available to the community for recreational purposes. The Cottonwood Heights Elementary School grounds may provide an opportunity to develop a larger citywide park when combined with Butler Park and the Cottonwood Heights Recreation Center grounds. This possibility should be explored with both the Jordan School District and the Cottonwood Heights Parks and Recreation Service District.

As opportunities arise for future park development, the City should consider the proximity to existing infrastructure. When possible, future parks should be located close to existing utility and transportation infrastructure, to minimize costs and maximize efficiency of these systems. However, parks that serve specific neighborhoods or citizen groups should be located appropriately for the intended users.

4.6 Tools and Implementation Strategies

It is recommended that Cottonwood Heights take a phased approach to implementing the Proposed Parks and Open Space Plan. Some steps for implementation could be done quite easily and would not require significant resources, while others may require more resources and will take longer to implement.

Phasing Plan for Implementation

Phase I

Maintain Existing Parks and Open Spaces

One of the simplest tools for ensuring that the residents of Cottonwood Heights have adequate opportunities for recreation is to maintain and improve the existing park and open space system. These areas have already been set aside for recreation and open space, and are important to the residents of the City. As the City develops a prioritization of park, open space, and facility needs it may find that many of these needs can be met by making improvements to the existing parks and open spaces.

Citywide Facilities Plan

Cottonwood Heights officials should consider developing a citywide facilities plan, which inventories and identifies priorities for developing new facilities and recreation opportunities for the community. This type of plan could help the City understand what facilities are already provided and how they are used, those that are not and what level of demand there is for such facilities, and how both existing and proposed facilities should be distributed throughout the city. The Cottonwood Heights Parks and Recreation Service District has recently completed a master plan for recreation at the Cottonwood Heights Recreation Center; this document would be a logical starting point for the development of a city facilities plan.

Prioritization of Park and Open Space Needs

The City should consider developing a prioritization schedule for park and open space needs. The information in this chapter and that gathered through the development of a citywide facilities plan should help the City prioritize all future park and open space expenditures and planning efforts. If the City has a firm idea of what its priorities are, it will be better prepared to respond to development proposals, school closures, or other land use changes. The city will also be able to take a proactive approach to preservation and protection of existing open spaces as the resources become available.

Phase II

Cottonwood Heights and Mountview Elementary Schools

As the Cottonwood Heights and Mountview Elementary schools close, the City should make every effort to work with the Jordan School District to preserve these spaces as public land for the community of Cottonwood Heights. Because Cottonwood Heights is largely built out, open space to be developed into parks will be difficult to come by. The school closures present a unique opportunity to set aside additional open space for parks within the developed city.

The Cottonwood Heights Elementary School grounds in particular offer tremendous potential to be developed into a larger citywide park. Evaluations of the existing parks against standards for park acreage per population (Table 4.3) show that there is a deficiency in the number of citywide parks in Cottonwood Heights and this effort could be part of the solution as shown in Table 4.5. Although this area currently functions as a single park, the City should work with Salt Lake County and the Cottonwood Heights Parks and Recreation Service District to coordinate efforts and combine the school ground, Butler Park, and the Cottonwood Heights Recreation center into a formally recognized city-wide park.

A similar opportunity exists with the closing Mountview Elementary School. This school should be developed into another district or neighborhood park for the residents of the northwestern portion of the city. The City and many residents have indicated an interest in developing additional neighborhood parks in areas of the city not currently well served by parks such as the northwest corner of the city, and this school closure provides an opportunity to help fill this gap. The city should work with the school district and the Cottonwood Heights Parks and Recreation Service District to ensure that this open space remain available for public recreational use.

Evaluate Annexation of Open Spaces

Much of the remaining open space within and adjacent to Cottonwood Heights is private property along the foothills of the Wasatch Mountains. The city should consider evaluating annexation of these parcels as a strategy for bringing more open space within the City boundaries. Since these are privately owned properties, it is likely that some development would occur within these areas if annexed. Cottonwood Heights should have a plan for these areas, if they are to be annexed, and consider land use regulatory tools to limit development on areas with environmental or sensitive land issues. Clustering development can give developers additional density while the City can help ensure that some of the available open space will remain open for future generations. Requiring trailheads and other public amenities as development requirements is another way of ensuring that the community benefits from the annexation and development.

PARKS AND OPEN SPACE

Phase III

As opportunities arise, the city should evaluate the feasibility of acquiring additional parks and open spaces. If the City is interested in preserving open spaces, there are a number of funding and open space preservation tools available. See Appendix A.

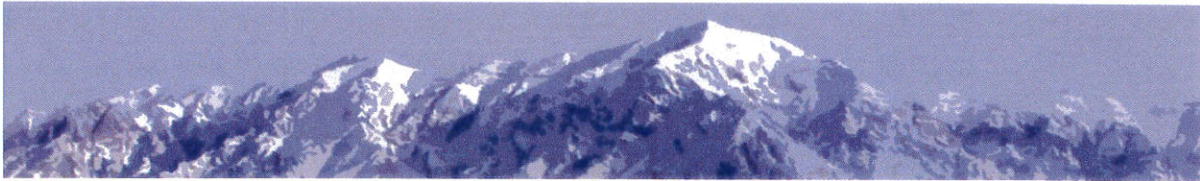
4.7 Citizen Comments

During this General Planning process a significant effort was placed on encouraging public participation and involvement in development of the plan. A series of six public workshops were held to solicit input from the public on which topics should be included in the General Plan. Hundreds of citizens participated in these workshops, providing written and graphic comments concerning the future of the city. A separate workshop was organized specifically for business owners in the city. Data collected from these workshops was compiled into a series of maps and written documents.

Citizens were asked at these workshops to help identify goals and issues to be considered in the General Plan process. Comments gathered through these workshops and through an unscientific survey served as a "wish list" for Cottonwood Heights that did not consider financial, political, or physical feasibility.

The key issues identified in community workshops for parks and open space are:

- 1) Enhance Little Cottonwood Park's natural areas (adjacent to Crestwood Park) with native landscaping and trail development
- 2) Maintain in good working condition the Cottonwood Heights Recreations Center Facility
- 3) Retain and maintain the pool in Crestwood Park
- 4) Create more city and neighborhood parks wherever open space/undeveloped land is attainable by the city
- 5) Finish developing the Golden Hills Park by the fire station on Wasatch Boulevard
- 6) Encourage the use of Cottonwood Heights and Mountview Elementary school grounds for use as parks and open space
- 7) Encourage setting aside unused/undeveloped land north of the cemetery as open space
- 8) Expand the skate park across from Cottonwood Heights Elementary School
- 9) Provide access to public lands/trails
- 10) Provide a balance of passive and active parks
- 11) Utilize drought-tolerant, native vegetation
- 12) Create a community garden space
- 13) Create an amphitheater/cultural center for the city and use this space to help establish the city's identity
- 14) Provide off-leash dog areas
- 15) Find funding mechanisms other than increasing taxes to pay for additional parks and open spaces.



Chapter V

Urban Trails

5.1 Background and Introduction

Cottonwood Heights is currently lacking an urban trail system. Existing trail systems, such as the Bonneville Shoreline Trail are not completed within Cottonwood Heights, although the alignment for the BST has been finalized. Some bike lanes and routes do exist, although these are inadequate for safe travel throughout the City and for commuting outside city limits. Any trail system must address private property issues such as safety, privacy, and mitigation of impact.

Guiding Principles

Utilizing urban trails, the City would like to develop a network of open space corridors and greenbelt parks that will link the City's park spaces together, as well as connect to other trails and open space destinations surrounding the City primarily by using existing street right-of-ways and planning for some dedicated shared-use paths where feasible. Trails will be for use by non-motorized vehicles only and will provide health and recreation opportunities as well as an alternative means of commuting within the City and to surrounding areas. Use of public and/or civic property for trail alignments should take priority, and trail alignments should not require removal of housing units.

5.2 Goals, Objectives, and Policies

Goal 1: Consider developing a comprehensive urban trails network for the citizens of Cottonwood Heights that ensure safe travel for alternative modes of transportation.

OBJECTIVE: Examine existing geography of the City to determine the feasibility of establishing urban trails leading to and connecting city parks, activity centers, and open spaces

POLICY: Explore funding mechanisms, other than using tax dollars, to acquire right-of-ways necessary for shared use paths where bike lanes and shared

URBAN TRAILS

roadways are not desired. Prioritize trail development based on need and practical implementation ability.

OBJECTIVE: Develop a hierarchy of trail types for a variety of uses including commuting and recreation.

POLICY: Post signs indicating Class III Shared roadways and Class II Bike Lanes.

POLICY: Paint stripes on all road corridors identified for Class II Bike Lanes.

POLICY: Evaluate funding mechanisms to construct Class I Shared Use Paths to connect key open spaces and activity centers.

POLICY: Ensure access to future Bonneville Shoreline Trail (BST) through developing trail connections to trailheads.

Goal 2: Develop safe pedestrian routes to schools and other facilities as part of the urban trails network.

OBJECTIVE: Provide safe options for pedestrians to walk to school, work, and shopping areas.

POLICY: Establish a policy for prioritizing and funding completion of sidewalks, where needed to ensure safety and make appropriate trail connections for pedestrian travel throughout the City.

Goal 3: Collaborate with the Utah Department of Transportation to develop context sensitive solutions to trails on state highways

OBJECTIVE: Develop trails on state highways, such as Wasatch Blvd, that are safe for travel and sensitive to local communities

POLICY: Highway widening projects, trails, projects, and other facilities upgrades should consider the context of the communities they serve.

POLICY: Context sensitive solutions should be considered for all projects.

5.3 Existing Urban Trail Conditions

Cottonwood Heights currently has very few urban trails for the community to use for recreation or transportation. A proposed Bonneville Shoreline Trail alignment has been identified which would connect Cottonwood Heights to the existing completed sections of the BST. When completed, this trail (an "unimproved" shared use path) will be available for various forms of recreation by a variety of age groups. This trail segment will connect Cottonwood Heights with a number of other communities along the Wasatch Front and will help complete one of the only multi jurisdictional trails within the developed Wasatch Front. The Fort Union Boulevard right-of-way contains a bike lane, primarily along the eastern blocks of the corridor that is used by cyclists. Creek Road also includes a bike lane for a portion of the length of the corridor and eventually becomes a shared roadway towards the eastern half of the City.

Table 5.1
Existing Trail Inventory

Trail Section	Surface	Classification	Current Use	Length
Bonneville Shoreline Trail	Dirt/Gravel	Shared Use Path (Unimproved)*	Biking, Running, Walking, Hiking, Dog Walking	
Fort Union Boulevard	Street Surface	Bike Lane (II)	Running, Biking	
Creek Road	Street Surface	Bike Lane (II) and Shared Roadway (III)	Running, Biking	
* The Bonneville Shoreline Trail will not be a fully paved accessible trail.				

Community survey responses indicated a strong desire to develop additional trails and bike routes through the City. There are few existing connections between existing open spaces, activity centers, and the foothills while there is an obvious demand for them. However, similar to the goal of providing more parks and open spaces, the city faces a challenge in providing urban trails throughout the city. While many residents would like to see additional trails developed throughout the city, they have expressed an equally strong opposition to using tax dollars to fund these projects or taking private property to facilitate a trail.

By focusing trail development on restriping and signing existing street right-of-ways, as indicated on the Urban Trails Map, the goal of providing trails could substantially be accomplished without the need to raise significant funds for the purchase of new right-of-ways. Additionally, where shared-use paths are desired, many of these could be established as part of future development plans or use existing public or civic properties for trail alignment which would also minimize the need for public funding.

5.4 Urban Trails Plan

Hierarchy of Trail Types

Trails can be used for a variety of uses. They can be for hikers, bikers, walkers, joggers, etc. Trails are typically described as paths that connect two or more locations together. Pathways that loop around a single park are not typically included as a separate trail, although they become part of the overall trail network. Trails used for transportation/commuting are primarily used by bicyclists. These may be Class I, II, or III. The Urban Trails Plan contains the following designations:

Class I: Shared Use Pathway:

A shared use pathway is a typically a paved trail that is separate physically from roadways and other transportation facilities. Use pathway is designed for simultaneous use by bikers, joggers, etc. These trails typically meet specific standards for components such as trail width and accessibility.

The Bonneville Shoreline Trail is essentially a shared use path as it is available for many users and is separated from other transportation facilities. However, it will not be an "improved" trail. That is to say, the trail will not be paved and will not meet standards for width and accessibility.

Class II: Bike Lane:

A bike lane is typically a portion of an existing roadway (or expanded roadway) that has been striped as for use by bicycles.

Class III: Shared Roadway:

A shared roadway is a road that is constructed to design standards that allows for the safe use of both motor vehicles and bicycles. Roads are signed as a bike route.

URBAN TRAILS

Walking facilities can at times be shared with bikers on Class I facilities. Class II and Class III facilities are not typically suitable for walking/hiking. Sidewalks should be constructed on all trail-designated streets to facilitate this use.

Recreational hiking in Cottonwood Heights is limited to Forest Service trails on adjacent canyons and communities. The Bonneville Shoreline trail will facilitate this use once constructed.

Urban Trail Plan

The Urban Trails Plan and Map proposes a number of new trails and connections between existing trails that are designed to achieve the following:

Enhance connections between urban trails and trails on public lands

The city is interested in trails that connect to existing trail networks like the Bonneville Shoreline Trail and the Big and Little Cottonwood Canyon trail systems. The Urban Trails Plan includes four connections with the foothills, the Bonneville Shoreline Trail, and the canyons. This Plan will allow residents to access public lands on the eastern edge of the city from virtually anywhere within the designated urban trails system. If the private property along the foothills is developed, the City should consider requiring trail access points or trail head amenities as part of the development agreements.

Link existing and proposed parks and open spaces with trails

The Urban Trails Plan includes a number of connections and links to the existing park and open space network within the city. Once the plan is implemented, nearly every park and open space within the city could be reached via the urban trail system.

Improve the pedestrian and bicycle environment within and connecting to activity centers

The City has expressed an interest in both driving and walking to retail and recreation areas in the City. The Urban Trails plan provides linkages to each of the key activity centers within the city. This plan provides the residents with another safe transportation options for going to the grocery store, the library, a neighborhood park, or to work.

****Please note that the labels on the Urban Trails Map refer to the trail name rather than the parks or facilities they connect to.**

Table 5.1 Urban Trail Plan				
Trail Section	Surface	Classification	Intended Use	Length
Bonneville Shoreline Trail	Dirt/Gravel	Shared Use Path (I)	Biking, Running, Walking, Hiking, Dog Walking	
Fort Union Boulevard	Street Surface	Bike Lane (II)	Running, Biking	
7200 South	Street Surface	Bike Lane (I)	Running, Biking	
Bengal Blvd	Street Surface	Bike Lane (II)	Running, Biking	
Bywater Park	Street Surface	Bike Lane (II)	Running, Biking	
Mill Hollow	Asphalt	Shared Use Path (I)	Biking, Running, Rollerblading, Walking, Dog Walking	
Highland Drive	Street Surface	Bike Lane (II)	Running, Biking	
Crestwood Area	Street Surface	Shared Roadway (III)	Running, Biking	
Crestwood Park	Asphalt	Shared Use Path (I)	Biking, Running, Rollerblading, Walking, Dog Walking	
Creek Road	Street Surface	Shared Roadway (III)	Running, Biking	

Danish Road	Street Surface	Bike Lane (II)	Running, Biking	
Wasatch Blvd.	Asphalt	Shared Use Path (I)	Biking, Running, Rollerblading, Walking, Dog Walking	
3500 East	Street Surface	Shared Roadway (III)	Running, Biking	
2300 East	Street Surface	Bike Lane (II)	Running, Biking	
2700 East	Street Surface	Bike Lane (II)	Running, Biking	
3000 East	Street Surface	Bike Lane (II)	Running, Biking	
Berry Hill	Street Surface	Shared Roadway (III)	Running, Biking	
Bella Vista	Street Surface	Shared Roadway (III)	Running, Biking	
Foothill	Street Surface	Shared Roadway (III)	Running, Biking	
Memorial Estates	Asphalt	Shared Use Path (I)	Biking, Running, Rollerblading, Walking, Dog Walking	
Big Cottonwood Canyon	Asphalt	Shared Use Path (I)	Biking, Running, Rollerblading, Walking, Dog Walking	
Old Mill	Asphalt	Shared Use Path (I)	Biking, Running, Rollerblading, Walking, Dog Walking	
Canyon View	Asphalt	Shared Use Path (I)	Biking, Running, Rollerblading, Walking, Dog Walking	
Little Cottonwood Canyon	Street Surface	Bike Lane (II)	Running, Biking	

5.5 Tools and Implementation Strategies

Implementation

It is recommended that Cottonwood Heights take a phased approach to implementing the Urban Trails Plan. Some steps for implementation could be done quite easily and would not require significant resources, while others may require more resources and will take longer to implement.

Phase I

Class III Shared Roadways are designated with signs. Signing the shared roadways throughout the City will be an important first phase in implementing the Urban Trails Plan. This phase requires few resources. This simple first phase will provide residents with a visible, route for traveling throughout the city.

Phase II

A second phase to implementing the Urban Trails Plan would be to stripe roadways for designated bike lanes. The Plan identifies a number of key east-west corridors for bike lanes, many of which are already being used by residents of the city for both recreation and transportation. The Fort Union Boulevard and Bengal Blvd corridors are two of the main thoroughfares for residents headed to the mountains or to community activity centers. The proposed bike lanes will provide these members of the community with a safer alternative to riding on the sidewalk or competing with traffic. Implementing this phase will take more resources than Phase I, but still could be implemented within a few years.

Phase III

Developing Class I shared-use paths will be the most difficult phase of the implementation of the Urban Trails Plan. These paths may require strategies such as purchasing land, purchasing development rights, or enacting easements to acquire access to lands for use as share-use paths. Use of public and/or civic property for trail alignments should take priority, and trail alignments should not require removal of housing units. Many of the shared use paths identified

URBAN TRAILS

in the Urban Trails Plan could be established through coordination with private landowners when new developments are proposed. With little support from the public on using tax dollars to fund the development of these trails, the city will have to rely on grants, trail development funding sources, land use regulatory tools, and development agreements to establish the complete Urban Trails Plan. A summary of several trail development funding sources and programs is contained in Appendix B of this General Plan.

These paths will provide a large benefit to the public and the city should be diligent in exploring funding options to develop them. There are a number of funding opportunities and programs that may be of assistance in implementing the Class III trails.

5.6 Citizen Comments

During this General Planning process a significant effort was placed on encouraging public participation and involvement in development of the plan. A series of six public workshops were held to solicit input from the public on which topics should be included in the General Plan. Hundreds of citizens participated in these workshops, providing written and graphic comments concerning the future of the city. A separate workshop was organized specifically for business owners in the city. Data collected from these workshops was compiled into a series of maps and written documents.

Citizens were asked at these workshops to help identify goals and issues to be considered in the General Plan process. Comments gathered through these workshops and through an unscientific survey served as a "wish list" for Cottonwood Heights that did not consider financial, political, or physical feasibility.

The key issues identified in community workshops for urban trails are:

- 1) The need for biking, walking, and hiking trails and paths is a priority for many residents
- 2) Expand trail systems, such as the Bonneville Shoreline Trail, through to Cottonwood Heights. A proposed alignment for the Bonneville Shoreline Trail extension already exists
- 3) Create/expand the bike lanes throughout the city; of special concern is the lack of a bike lane on Wasatch Boulevard
- 4) Some residents would like to see the addition of non-motorized trails throughout the city where possible
- 5) Provide connections between city parks and other destinations, such as shopping areas where possible.
- 6) Link to regional trails systems and destinations, such as Big and Little Cottonwood Canyons.



Chapter VI

Social and Economic Conditions

6.1 Background and Introduction

Vision Statement

The City will build on its current positive image and quality of life to maintain its position as a premiere office location in the Salt Lake Valley, a regional retail hub and a residential suburb with beautiful homes. Additional amenities will be added to serve not only residents and employees in the area, but also tourists and skiers heading to Big and Little Cottonwood canyons.

6.2 Goals and Objectives

Goal 1: Develop and maintain a strong and well-balanced economic base in the community.

OBJECTIVE: Encourage development of neighborhood retail, as need is indicated in the sales leakage analysis.

POLICY: The zoning ordinance should allow for commercial retail development as appropriate in neighborhood locations throughout the city.

OBJECTIVE: Increase convenience services to major employment centers.

POLICY: The City should assure that transportation planning and access to sites close to major employment centers will promote convenience shopping. Zoning regulations at these sites should also be appropriate for high-traffic retail usage.

SOCIAL AND ECONOMIC CONDITIONS

OBJECTIVE: Expand the City's tax base by providing increased amenities, including specialty retail, dining, overnight accommodations, and entertainment ensuring that high quality services are available for tourists and the area's residents.

POLICY: Strongly consider the possibility of annexing land at the southeast corner of the city.

OBJECTIVE: Encourage a strong sales tax base in appropriate areas along Fort Union, 1300 East and Highland Drive.

OBJECTIVE: Consider the creation of a redevelopment area ("RDA") at Hillside Plaza, dependent on the revision of current redevelopment laws by the Utah legislature.

Goal 2: Develop a vibrant cultural/civic community center.

OBJECTIVE: Provide a "sense of place" and gathering place(s) for the community.

POLICY: Encourage mix of uses in community center to promote walkability.

OBJECTIVE: Increase efficiency of doing business in Cottonwood Heights.

POLICY: Cluster major public services such as a community center, post office, civic buildings, etc. in one area.

6.3 Existing Conditions

Population

Cottonwood Heights is estimated to have a 2005 population of 35,423.¹ It is projected that Cottonwood Heights will have a population of approximately 35,562 by the year 2010 and 37,906 by the year 2020.²

Cottonwood Heights' population growth will be limited in the future because there remains very little land for residential development within the developed city, and future development along the foothills will likely be low density. The land within the developed city that is potentially developable, approximately 80 acres, is broken up into small parcels and scattered throughout the City. There is approximately 500 acres of open space along the foothills that has development potential, and an additional 115 acres of developable land exists within the potential annexation area.³ The amount of new housing units will, of course, vary depending on future land use decisions.

Because they are sensitive lands, development potential of the open space along the foothills will depend on the natural, environmental, and aesthetic circumstances of each site. However, if the potentially developable land within the developed city were developed at an average density of six units per acre the result would be the addition of 480 additional housing units. Similarly, 690 additional units would be possible in the annexation area if developed at this same density. This density would result in a maximum increase in population of 1,430 in the current boundary and an increase of 2,056 persons in the annexation area. By comparison, an average density of four units per acre would allow for an additional 320 units in the current boundary and 460 units in the potential annexation area; resulting in population increases of 954 in the current boundary and 1,370 in the potential annexation area. Both of these scenarios assume an average household size of 2.98, which was the average household size in Cottonwood Heights at the time of the last Census. It is important to note that much of the open space

¹ Wasatch Front Regional Council's baseline 2005 draft population projections.

² See footnote number 1.

³ Available land was estimated based on data from the Salt Lake County Assessor, satellite imagery, and aerial photographs.

within the possible annexation area would likely fall under the sensitive lands classification, if annexed, and development potential would need to take into account both safety and aesthetic considerations. For this reason, the densities used to calculate the housing potential may not be reflective of what could be safely developed in this area.

Age

When the 2000 Census was taken the median age in the Cottonwood Heights Census Designated Place ("CDP") was 32.4. Although this is young compared to the neighboring city of Holladay, which had a median age of 37.2, it is relatively old in comparison with the 2000 median ages of Utah, Salt Lake County and Sandy, which were much younger at 27.1, 28.9, and 29.1 respectively. The median age nationwide is 35.3 years.

The relatively high median age is a result of the abnormally large group of middle-aged persons in comparison with Utah and Salt Lake County. As shown in Figures 6.1 and 6.2, the proportion of persons between 40 and 69 is noticeably greater in Cottonwood Heights than it is in the County. In addition, the proportions of senior citizens and children (below nine years of age) are smaller than the county overall.

Household Characteristics

Household Size

According to Census Bureau, in 2000 Cottonwood Heights had 12,055 households, or families. The average household size was 2.98 persons; down from 3.34 in 1990. (The average household size in 2000 in Utah was 3.1 persons per household.) The decrease is largely due to the aging of households, but it may also reflect the nation-wide trend toward non-traditional households and less children in traditional households.

Household Structure

According to the Census Bureau, from 1990 to 2000, family households headed by either single men or single women increased from 10.4 percent of all Cottonwood Heights households to 12.3 percent. As well, during the same time period, these same groups of households increased slightly from 13.0 percent of all households to 14.2 percent within the entire county.

Ethnic Background

The proportion of non-whites in Cottonwood Heights (6.4 percent) is less than Salt Lake County's proportion (13.8 percent). The largest non-white racial group is the Asian population, which comprises just 2.4 percent of the total Cottonwood Heights population. The next largest race represented is the Black or African American, which is about 0.7 percent of the population.

Ethnic diversity in Cottonwood Heights also extends to the Hispanic population. The term Hispanic refers not to a race but rather to an ethnicity (defined as persons that share distinctive ancestral, cultural, religious or linguistic characteristics). This group as a whole represents 2.9 percent of the total city population, compared to 11.9 percent of Salt Lake County's population.

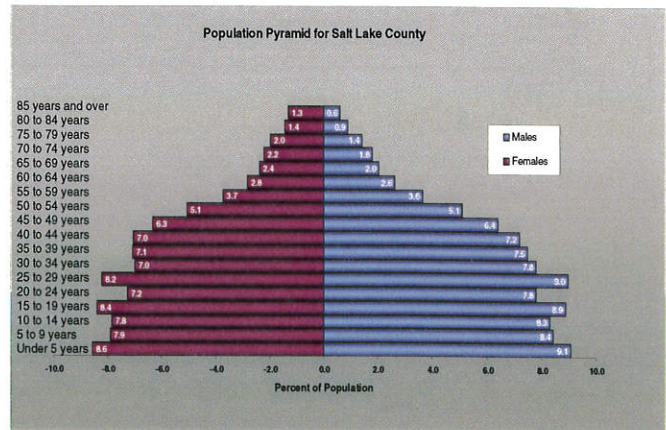


Figure 6.1. Population Pyramid for Salt Lake County

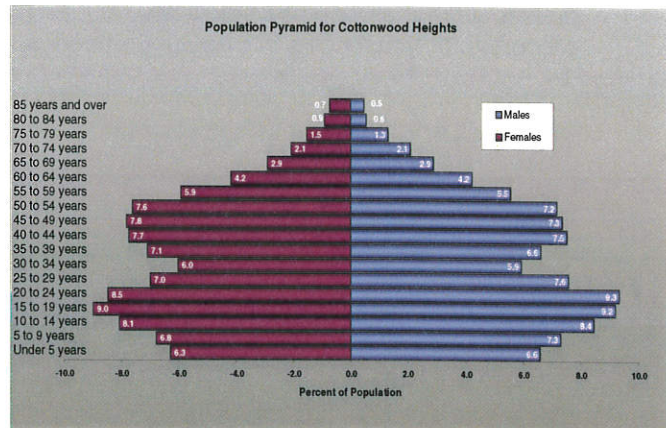


Figure 6.2. Population Pyramid for Cottonwood Heights

SOCIAL AND ECONOMIC CONDITIONS

Table 6.1
Race and Ethnicity

	Cottonwood Heights		Salt Lake County	
	Number	Percent	Number	Percent
Total	35,247		898,387	
White alone	33,007	93.6%	774,437	86.2%
Black or African American alone	233	0.7%	8,667	1.0%
American Indian and Alaska Native alone	85	0.2%	7,541	0.8%
Asian alone	836	2.4%	23,211	2.6%
Native Hawaiian and Other Pacific Islander alone	94	0.3%	10,334	1.2%
Some other race alone	344	1.0%	49,026	5.5%
Two or more races	648	1.8%	25,171	2.8%
Hispanic	1,014	2.9%	106,787	11.9%

Source: Census 2000

Income

In 1999, Cottonwood Heights' median household income was \$69,562 – considerably higher than the county median household income of \$48,373, and the state's median of \$45,726. Table 6.2 shows the distribution of income in Cottonwood Heights. Cottonwood Heights has a smaller proportion of households for all incomes below \$60,000. From that point upward, Cottonwood Heights has a higher proportion of households in every upper-income category.

Table 6.2
Percentage of Households by Income Groups

	Cottonwood Heights	Salt Lake County	Holladay	Sandy
Less than \$10,000	3%	6%	3%	3%
\$10,000 to \$14,999	1%	4%	3%	2%
\$15,000 to \$19,999	3%	5%	3%	2%
\$20,000 to \$24,999	4%	6%	6%	3%
\$25,000 to \$29,999	4%	6%	5%	4%
\$30,000 to \$34,999	5%	7%	4%	4%
\$35,000 to \$39,999	6%	6%	3%	4%
\$40,000 to \$44,999	5%	6%	5%	5%
\$45,000 to \$49,999	4%	6%	5%	5%
\$50,000 to \$59,999	9%	11%	7%	11%
\$60,000 to \$74,999	13%	12%	13%	14%
\$75,000 to \$99,999	15%	12%	15%	19%
\$100,000 to \$124,999	11%	6%	8%	11%
\$125,000 to \$149,999	5%	3%	5%	5%
\$150,000 to \$199,999	6%	2%	6%	4%
\$200,000 or more	6%	2%	10%	3%

Source: Census 2000

Education

Higher incomes usually mean higher education levels. This is indeed the case in Cottonwood Heights. The percentage of bachelor's degree recipients in Cottonwood Heights is more than twice that of the county. The percentage of graduate or professional degree holders in the city is also double that of the county.

Table 6.3 Educational Levels				
	Cottonwood Heights		Salt Lake County	
	Number	Percent	Number	Percent
Under 9th Grade	178	1.1%	18,214	3.6%
9th to 12th Grade, No Diploma	857	5.5%	48,871	9.6%
High School Grad Equivalent	3,719	23.9%	264,696	52.0%
Associates Degree	1,520	9.8%	38,041	7.5%
Bachelors Degree	6,235	40.0%	93,213	18.3%
Graduate or Professional	3,063	19.7%	46,418	9.1%

Source: Census 2000

Housing

An in-depth and detailed analysis of housing is presented in the housing element of this General Plan.

Employment

The ratio of total employment (11,879) to total households (12,055) is nearly one to one. This is generally accepted as a target for a sustainable community. Table 6.4 lists the industry types present in Cottonwood Heights, along with the number of establishments and employees found in each industry. The largest employer in terms of industry type in Cottonwood Heights is the Finance and Insurance sector, followed by retail trade. The leading position of these industry types is to be expected, considering the large concentrations of office complexes in the city. The industry with the largest number of firms is the professional, scientific, and technical services. A list of the largest employers can be seen in Table 6.5.

Table 6.4 Businesses and Employees by Sector in Cottonwood Heights for 2004		
Industry type	Number of Employees	Number of Establishments
Mining	D	D
Utilities	D	D
Construction	428	123
Manufacturing	461	35
Wholesale Trade	250	60
Retail Trade	1,629	59
Transportation & Warehousing	207	19
Information	142	27
Finance and Insurance	2,088	148
Real Estate and Rental and Leasing	338	114
Professional & Scientific and Technical Services	962	183
Management of Companies and Enterprises	D	D
Administrative and Support and Waste Management and Remediation	1,494	63
Educational Services	1,184	29
Health Care and Social Assistance	910	109
Arts, Entertainment, and Recreation	197	10
Accommodation and Food Services	957	52
Other Services	270	52
Public Administration	D	D

Source: Dept. of Workforce Services; Wikstrom Economic & Planning Consultants, Inc.

Note: D = Non-Disclosure

SOCIAL AND ECONOMIC CONDITIONS

Table 6.5 Cottonwood Heights' Largest Employers*, 2005	
Business Name	Business Type
Blue Cross & Blue Shield	Finance and Insurance
Home Depot	Retail Trade
Jet Blue	Leisure & Hospitality
Jordan School District	Educational Services
Overstock.com	Retail Trade
Target	Retail Trade

Source: Cottonwood Heights Corporation; Wikstrom Economic & Planning Consultants, Inc.

*Note: This information was estimated by Cottonwood Heights Economic Division. Firms are listed in alphabetical order rather than by number employed

Wages and Salaries

According to the Department of Workforce Services, the average wage in Cottonwood Heights for the year 2003 was \$ 2,650 per month. This is higher than the state average of \$2,551 but still lower than the county average of \$2,830. However, it is probable that the geography used to calculate the average wage is different than the current city boundaries since the data is from 2004 and the city was incorporated in 2005. The exclusion of the Cottonwood Corporate Center would explain the low average wage.

Cottonwood Heights has an average wage higher than the County and State for the manufacturing, information, financial, and leisure and hospitality industries. Average wages in Cottonwood Heights fall below the county averages for the construction, retail, government and "other services" industries. Although there are many high-paying jobs in Cottonwood Heights, there are also high numbers of lower-paying jobs such as those in retail trade, education, leisure and hospitality and administrative support.

Table 6.6 Average Monthly Salary by Industry for Cottonwood Area in 2003			
Industry type	Cottonwood Heights	Salt Lake County	Utah
Construction	\$2,450	\$2,823	\$2,544
Manufacturing	\$4,352	\$3,320	\$3,159
Retail Trade, Transp.	\$2,478	\$2,777	\$2,424
Information	\$4,841	\$3,179	\$3,342
Financial Activities	\$3,947	\$3,589	\$3,274
Professional & Business Svcs	\$2,946	\$3,187	\$2,889
Education & Health Svcs	\$2,491	\$2,675	\$2,352
Leisure & Hospitality	\$1,367	\$1,174	\$1,048
Other Services	\$1,448	\$2,007	\$1,880
Government	\$2,263	\$2,895	\$2,696
Total Average	\$2,650	\$2,830	\$2,551

Source: Dept. of Workforce Services

6.4 Economic Development Plan

Redevelopment Areas

There are currently two redevelopment areas within the boundaries of Cottonwood Heights: the Cottonwood Corporate Center EDA and the Union RDA.

Cottonwood Corporate Center EDA

This EDA was created in 1997 with the objective of creating new, good-paying jobs in the Salt Lake Valley and using tax increment funds for extraordinary infrastructure costs associated with reclamation of the gravel pit and widening of 30th East. According to Salt Lake County officials, tax increment funds have now paid off all infrastructure obligations associated with the EDA, which is expected to be terminated in 2006 after meeting the remaining housing obligations of this economic development project area. Therefore the city cannot plan on using any future funds generated within this EDA.

Union RDA

The Union redevelopment area was created in 1990 after blight was found in the area. However, this has not been an active RDA and, according to Salt Lake County officials, the county intends to officially terminate the RDA in the near future without ever funding any projects in this area from tax increment monies. Again, the city cannot plan on using any RDA funds from this area for future projects.

Retail Development

Most of the retail of Cottonwood Heights is located in the vicinity of Fort Union and 1300 East, with major regional retail tenants and a strong sales tax base in that area of the City. Hillside Plaza is an older shopping center located in the center of the city that is in need of renovation and updating. Smaller neighborhood retail sites are scattered throughout the city. Residents of some parts of the city indicate a desire for more neighborhood retail for better shopping convenience.

Existing Retail Sales

Existing retail sales will be added to this document at the time that this data becomes available from the Utah State Tax Commission. The data is not available within the timeframe of this study because Cottonwood Heights is a new city and the State Tax Commission has not yet fully identified all of the sales outlets within the city boundaries.

[NOTE: Wikstrom Economics has not been able to locate this information yet]

Rents

Retail rents in the southeastern portion of the valley average \$16.50 per square foot. Vacancy rates average 5.9 percent, with higher vacancies in neighborhood and community centers than in regional centers.

Potential for Retail Economic Development

Based on input from the community-wide open houses conducted in late March and early April 2005, most residents (56 percent) feel that the amount of retail is "just right." However, 24 percent feel that there is not enough retail while 20 percent feel that there is too much retail.

Some leakage may be occurring, however, the plans for neighborhood commercial and mixed use commercial identified in the Land Use Element would help fill any potential gaps in sales leakage.

Visitor/skier days at the two Cottonwood Canyons resorts approached 1.8 million days for the 2004-2005 season. There is the potential to develop ski-related amenities, including housing, restaurants, specialty retail and entertainment (i.e., "nightlife") at the gravel pit site that will serve not only the tourist trade but also improve amenities for existing residents.

Employee Demand

In addition to focusing future retail development on neighborhood-type retail needs as identified in the sales leakage analysis, there is the potential to better serve the large number of employees at Cottonwood Corporate Center and Old Mill. There are very few support services available to the employees of these office developments, including lunchtime eating, office supplies, video rental, gas stations/convenience stores, personal services (hair cutting, dry cleaning, etc.), in the vicinity. The Table 6.7 assumes that a portion of these types of goods and services would be used by employees near the workplace, if such were available.

Table 6.7 Estimated Sales Potential from Employees at the Cottonwood Corporate Center & Old Mill Business Park				
	2005 Adjusted Per Capita Spending	Assumed Capture Rate	Estimated Annual Spending by 5,000 Employees Near Workplace	Estimated Annual Spending by 8,000 Employees Near Workplace
Other food stores	\$62.18	20%	\$62,180	\$99,488
Convenience stores	\$221.40	40%	\$442,800	\$708,480

SOCIAL AND ECONOMIC CONDITIONS

Table 6.7 Estimated Sales Potential from Employees at the Cottonwood Corporate Center & Old Mill Business Park				
	2005 Adjusted Per Capita Spending	Assumed Capture Rate	Estimated Annual Spending by 5,000 Employees Near Workplace	Estimated Annual Spending by 8,000 Employees Near Workplace
Fast food	\$346.45	50%	\$866,125	\$1,385,800
Family restaurant w/o liquor	\$295.40	20%	\$295,400	\$472,640
Gas stations	\$79.22	40%	\$158,440	\$253,504
Dry cleaning	\$41.67	30%	\$62,505	\$100,008
Video rentals	\$36.41	20%	\$36,410	\$58,256
Total	\$1,083		\$1,923,860	\$3,078,176

Source: Utah State Tax Commission, WEPC

Office Development

The Cottonwood Corporate Center, the Old Mill Corporate Center, and the Union Park office complex makes Cottonwood Heights one of the premiere office locations in the Salt Lake Valley. Conveniently located just off I-215, these office centers are situated with expansive views of the Salt Lake Valley to the west and to the foothills on the east. Aside from Salt Lake City, Cottonwood Heights offers more square feet of prime office space than any other community along the Wasatch Front.

Demand

Vacancy rates in the Cottonwood Heights/Holladay area are averaging six to eight percent.⁴ The market is very tight in that area of the valley and there is a high demand for office space. The 490,000 square-foot Millrock Office Park that is being constructed in Holladay will help ease the demand, but since that sector of the market is growing at such a fast rate there will still be demand for new office space. The price for space in the new facility being built in Holliday is \$23.50 per square foot for full services.

Based on responses received at the communitywide open houses held in late March and early April 2005, 54 percent of respondents feel that the amount of office development in the city is "just right," while 28 percent feel that there is too much office space and 18 percent would like to see more office development.

Future large-scale development of office space may be limited by the remaining amount of developable land in the City that has good transportation access to serve the daily needs of office workers. Depending on the reclamation of the gravel pit, there may be some potential in that area. Other office development may occur on a smaller scale or as a mixed-use in existing retail areas.

6.5 Citizen Comments

During this General Planning process a significant effort was placed on encouraging public participation and involvement in development of the plan. A series of six public workshops were held to solicit input from the public on which topics should be included in the General Plan. Hundreds of citizens participated in these workshops, providing written and graphic comments concerning the future of the city. A separate workshop was organized specifically for business owners in the city. Data collected from these workshops was compiled into a series of maps and written documents.

Citizens were asked at these workshops to help identify goals and issues to be considered in the General Plan process. Comments gathered through these workshops and through an unscientific survey served as a "wish list" for Cottonwood Heights that did not consider financial, political, or physical feasibility.

⁴ Source: Commerce CRG

SOCIAL AND ECONOMIC CONDITIONS

The key issues identified in community workshops for socioeconomics are:

Neighborhood Retail

Establishment of neighborhood retail in appropriate areas. Identification of specific retail types will be reflected in the sales leakage analysis, data for which will not be available from the State Tax Commission until after July 1, 2005. Location of neighborhood retail sites are somewhat limited due to the lack of cross streets and a good transportation grid in the area.

Skier/Tourism Market

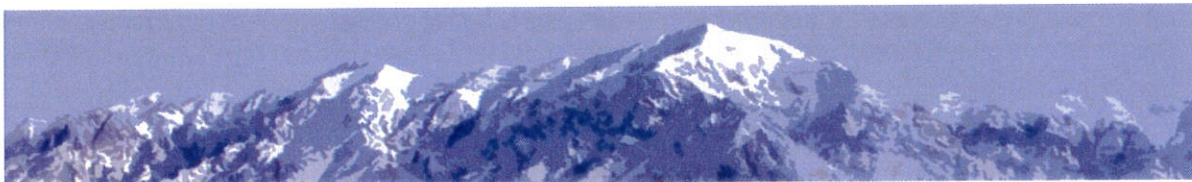
Development of a mixed-use area, including overnight accommodations, retail, restaurant and entertainment along Wasatch Blvd. or the gravel pit area to capture the visitor market traveling up Big and Little Cottonwood canyons.

Hillside Plaza

There may be the potential for the creation of a redevelopment area at Hillside, but this will depend on future revisions to the redevelopment code (now under study) by the legislature.

Office Development

There is potential for future office development at many of the existing office parks within the city.



Chapter VII

Housing

7.1 Background and Introduction

Cottonwood Heights is home to a wide variety of housing, ranging from affordable apartments, condominiums and single-family housing units to high-end homes. This section will address housing needs from the perspective of providing housing for all ranges of a person's life as well as addressing affordable housing needs as set forth in Section 10-9a-403 of the state code. In short, the housing element addresses the range of housing options that are needed or should be available in the community including:

- Price ranges (affordable, moderate and upper-income);
- Product types (apartments, condominiums, single-family, etc.);
- Special needs housing (homeless, housing for the disabled, elderly housing, etc.); and
- Neighborhood issues (such as zoning and associated density);
- Life cycle housing (entry level and senior housing).

Affordable Housing Requirements

The State of Utah recognizes in Section 10-9a-403 of the Utah Code that the availability of moderate-income housing is a statewide concern, and it requires municipalities to propose a plan for moderate-income housing as part of a General Plan. "Moderate-income housing" is defined as housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80 percent of the median gross income of the county for households of the same size, or, in other words, 80 percent of the area median income ("AMI"). The applicable median income for Cottonwood Heights for a household of four is \$61,350². Moderate-income housing, then, will apply to a household of four with an annual income of \$49,100. Three other commonly-used benchmarks in housing programs include: 60 percent of the area median income ("AMI"), 50 percent of AMI, and 30 percent of AMI.

The intent of the statute is to ensure that people with moderate incomes who desire to live within a particular city can do so. Cities should offer a reasonable opportunity for those of moderate income to obtain housing within the community. With such an opportunity, these individuals are allowed to benefit from and to fully participate in all aspects of neighborhood and community life

² Department of Housing and Urban Development.

during all stages of their lives. In this analysis, “reasonable opportunity” is assessed using three criteria: in comparison to surrounding communities; in comparison to Salt Lake County as a whole; and through an analysis of current demand in the City.

Who are these citizens that have incomes below the moderate-income level? Table 7.1 shows some sample salaries earned by people in various occupations in the Salt Lake City - Ogden Metropolitan Statistical Area (“MSA”), and defines housing costs that would be considered to be affordable to the wage earner:

Table 7.1 Affordable Housing Costs for Workers in Selected Occupations 2005, Salt Lake City - Ogden MSA			
Job Title	Average (Median) Annual Wages	(% of AMI)	Affordable Housing Costs per Month*
Bookkeeping, Accounting, Auditing Clerk	\$26,150	59%	\$654
Carpenters	\$34,180	78%	\$855
Dental Assistant	\$22,780	52%	\$570
Janitor	\$16,660	38%	\$417
Licensed Practical Nurse	\$33,120	75%	\$828
Police Officers	\$38,890	88%	\$972
Postal Service Mail Carriers	\$43,950	100%	\$1,099
Teachers, Elementary School	\$39,600	90%	\$990

Source: Department of Workforce Services; Wikstrom Economic and Planning Consultant, Inc.

**Note: Assumes one wage earner per household, affordable housing cost per month is calculated as 30% of average monthly income*

Summary of Findings

The analysis demonstrates that there currently exists a reasonable opportunity for individuals of moderate income to obtain affordable, quality housing in Cottonwood Heights and that the city meets statutory requirements. Roughly estimated, the percentage of units affordable to moderate income households is 29 percent.³ And roughly 14 percent of housing units in the city are affordable to those making 60 percent of the area median income. It can be confidently stated that there is a reasonable opportunity for those households with moderate and low incomes to obtain affordable housing in Cottonwood Heights.

Opportunity for affordable housing comes mostly in the form of rental units located throughout the City. Census data indicates that the ratio of owner- to renter-occupied housing units in Cottonwood Heights (74%:26%) is more favorable in terms of affordable housing than those of the neighboring cities of Holladay (82%:18%) and Sandy (84%:16%). However, the ratio is less favorable than that of the county, which has an owner- to renter-occupied housing ratio of 69 percent to 31 percent.

Another indicator that affordable housing is reasonably available is the ratio of single-to multi-family housing in the city, which is approximately 78 percent to 22 percent. By comparison, Holladay's ratio is 82 to 18 percent, while Sandy and Salt Lake County's ratios are 86 to 14 percent 70 to 30 percent respectively. These figures will be discussed in further detail later on.

Is there room for improvement in Cottonwood Heights? The demographics discussed later indicate that Cottonwood Heights is unusual in three respects. In short, there are smaller proportions of three age groups – preschool and elementary school-aged children, young adults between the ages of 25 and 34 and seniors over the age of 65.

³ Sources: Census 2000, Salt Lake County parcel data, WEPC

HOUSING

The smaller proportions of young children and senior citizens are indicative of an aging population. The recent decision by the Jordan School District to close two schools in Cottonwood Heights is another indicator that the population of the city is aging.

The small proportion of 25 to 35 year-olds may be evidence of a need for affordable-entry level homes available for purchase. Many householders in this age group are looking to buy a home and are likely having to go outside the city to find entry-level homes.

So, while there are plenty of apartments available for rent, there may be a need for additional town homes and condominiums, which provide ownership opportunities for younger, moderate income households as well as seniors who wish to remain in the city, while still owning a home that requires less maintenance and that may be located in a neighborhood with other seniors. If, then, the city is to further improve opportunities for seniors and those of moderate income, the focus for future planning should be on making entry-level, owner-occupied housing more available and on providing for a variety of housing types and prices for seniors.

Ownership allows individuals the opportunity to invest in their homes and in the community. In general, homeowners tend to be longer-term residents, who maintain their properties and make a positive contribution to the community. Homeownership means that more residents have a vested interest in improving the community. Over the long-term, the city should consider taking steps to increase the amount of entry-level and senior housing so that there is reasonable opportunity for moderate-income households (such as teachers at local elementary schools) and senior citizens that wish to locate or remain in Cottonwood Heights to purchase quality housing. Since the community is largely built out, opportunities to expand housing options could include redevelopment of areas already zoned for medium- and higher-density housing, or by allowing the use of accessory apartments, in appropriately designated zones under appropriate circumstances, as defined in the City Code.
as defined in the City Code

Vision Statement

Cottonwood Heights is a community that highly values its history of a well-maintained residential community. The preservation of quality of life is of utmost importance to residents and business owners. Cottonwood Heights views itself as a city where residents, tourists, businesses, and government come together to create an attractive, safe, and well-maintained community where people are proud to live, learn, work, and recreate. Residents value the opportunity to remain in the city as lifetime residents. Cottonwood Heights therefore, encourages community development to be consistent with existing patterns of development and where possible to encourage housing that provide for the full range of life cycle housing needs.

Methodology

Data

The analysis and recommendations are based on both demographic data and current market conditions. The majority of the data used in the analysis comes from public sources. Base data from the 2000 U.S. Census was updated with various sources. The population figures were updated using the Wasatch Front Regional Council's population projections.

Information for current market conditions is based upon data provided by public and private sources. The Salt Lake County Assessor's Office provided the assessed property values and tax rate. Wasatch Front Multiple Listing Service provided housing values for residential properties sold from September 1, 2001 to September 1, 2004. Information for the rental market is compiled from two sources: EquiMark Properties provided rental information specific to rental units in Cottonwood Heights and Salt Lake County.

Layout of the Housing Element

As noted above, this section addresses the requirements of Section 10-9a-403 of the Utah Code regarding the need for communities to provide moderate-income housing. The section first

analyzes the demographics and income levels for the area, and determines what level of housing costs would be affordable to Cottonwood Heights residents at various income levels. It then discusses the existing supply of housing in the city, and analyzes the cost of and demand for various housing types. Finally, goals and strategies for improving affordability are listed and discussed.

7.2 Goals and Objectives

Goal 1: Preserve the current quality of life by maintaining an appropriate range of housing options and choices.

OBJECTIVE: Future land-use decisions should reflect residents' desire to maintain the current ratio of single- to multi-family land area.

POLICY: Densities in existing single-family zones should be maintained.

POLICY: The city should allow for flexibility within existing multi-family areas to adapt to changing demographic conditions.

POLICY: The city should maintain a reasonable range of affordable housing as defined by Section 10-9a-403 of the Utah Code.

Goal 2: Increase the vitality of neighborhoods by supporting owner-occupancy in selected zones, and, where feasible, options for more senior housing.

OBJECTIVE: Encourage owner occupied housing.

POLICY: The zoning ordinance should allow sufficient density in mixed-use zones to make feasible the development or redevelopment of entry-level town homes, and condominiums.

POLICY: The zoning ordinance should consider whether sufficient allowance is made for the creation of accessory apartments, as defined by the City Code, in selected areas. These units provide rental income for homeowners and can thus make home ownership feasible for those with moderate incomes.

POLICY: The city should ensure that building and zoning requirements for the creation of accessory apartments through the renovation of existing structures are not overly burdensome.

POLICY: As a long term goal, the city should consider establishing a program or programs designed to assist individuals in purchasing homes within the city. The city may choose to focus on neighborhoods in need of revitalization that could benefit from an increased proportion of homeowners. These programs could be administered by the city or by a local non-profit organization. Programs might assist home buyers by providing funds for down-payments, initial home repair, and/or closing costs.

OBJECTIVE: Create a favorable climate for the development of senior housing (defined as independent living centers, condos, townhomes, or accessory apartments).

HOUSING

POLICY: Senior housing is generally a low-intensity use and fits in well in many zones, from light commercial to multi-family to single-family neighborhoods. The city zoning ordinance should, therefore, allow senior housing wherever possible, especially near facilities that seniors are likely to need access to such as medical centers, grocery stores, and public transportation. The zoning ordinance should make allowance for all types of senior housing, as well as the density necessary to make it feasible. The city may choose to make the use conditional to ensure that developments are compatible with neighborhood character.

POLICY: Consider allowing accessory apartments, as defined in the City Code, in appropriate areas of the City. Accessory apartments provide another option for seniors who desire the benefits of living in a single-family neighborhood without the burden of home maintenance.

Goal 3: Ensure a smooth blend and integration of new residential development.

OBJECTIVE: Implement design guidelines applicable to multi-family development in all properly zoned areas.

POLICY: Guidelines should be based on resident opinions regarding the existing character of neighborhoods and the characteristics they wish to preserve and perpetuate.

POLICY: The guidelines should identify the unique character of Cottonwood Heights and be written in such a way as to strengthen the city's sense of place.

7.3 Existing Housing and Demographic Conditions

Population

According to the Census, the city of Cottonwood Heights had a total 2000 population of 35,247 people. The estimated 2005 population is 35,423.⁴ It is estimated that Cottonwood Heights will have almost no growth over the next five years. The projected 2010 population will be approximately 35,562⁵ persons. Growth will also be minimal from 2010 to 2020 with a projected 2020 population of 37,906.⁶

Age

The median age in the Cottonwood Heights Census Designated Place ("CDP") was 32.4 when the 2000 Census was taken. By comparison, the median ages of Utah, Salt Lake County and Sandy were much younger at 27.1, 28.9, and 29.1 respectively. Neighboring Holladay also had a higher median age at 37.2.

⁴ Wasatch Front Regional Council's baseline 2005 draft population projections.

⁵ See footnote 3

⁶ See footnote 3

As discussed in the social and economic conditions element, the age distribution in Cottonwood Heights indicates that its relatively high median age is a due to an unusually large group of middle-aged persons (40-69 years) in comparison with Utah and Salt Lake County.

The age of householders can also tell us much about what types of families are living in Cottonwood Heights. Figure 7.2 reveals that a high proportion of householders are age 45 to 64. Two factors may contribute to this. First, 60 percent of the homes in Cottonwood Heights were built in the 1960's and 1970's. Many householders that moved into these homes have aged in place, while their children have moved on. The second factor may be the expensive land prices that prevent entry-level homeownership. Many homes that were built in the 1960's and 1970's as entry-level homes are no longer affordable to entry-level homebuyers. It would appear that householders in a later stage of life are more able to afford the higher-priced homes in Cottonwood Heights, while those householders in the younger age group may have more difficulty finding affordable housing.

Income

Because Cottonwood Heights was not a city when the last two censuses were taken, no income statistics were reported for the current boundary. Income statistics for the Cottonwood Heights CDP are not representative of the entire community since the CDP does not include several higher income neighborhoods that are within the current city boundaries. In order to estimate median income for the current boundary, we have used a weighted average of the median household incomes for block groups that fall within the boundaries of the city.

In 1989 the median household income in Cottonwood Heights was \$47,131⁷. By using the consumer price index to adjust this figure, we arrive at an estimate of \$73,471 for the 1989 median income in 2005 dollars. Using this same methodology, the 1999 median income for Cottonwood Heights has been estimated at \$69,562, or \$79,055 when adjusted for 2005 dollars. It is apparent that Cottonwood Heights' median income has grown somewhat faster than inflation.

Not only has real income increased, but the distribution of incomes among households has also changed remarkably. Figure 7.3 shows the

change in income distribution in Cottonwood Heights between 1990 and 2000. There is a remarkably higher proportion of households with incomes over \$150,000 in 2000. In addition, the overall distribution of incomes is positively skewed with a greater proportion of households falling

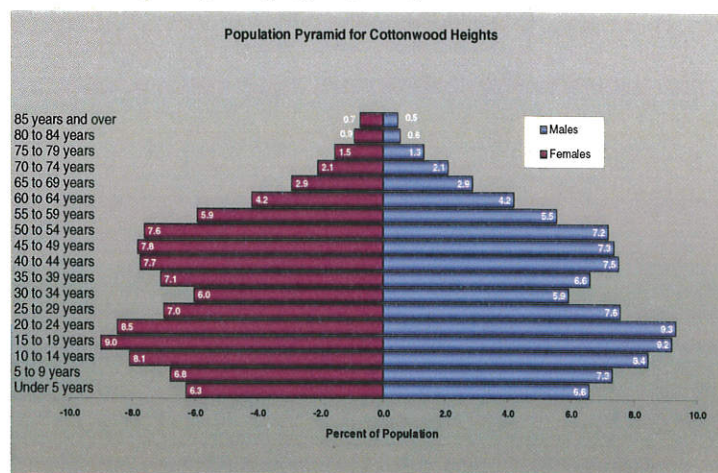


Figure 7.1. Population Pyramid for Cottonwood Heights

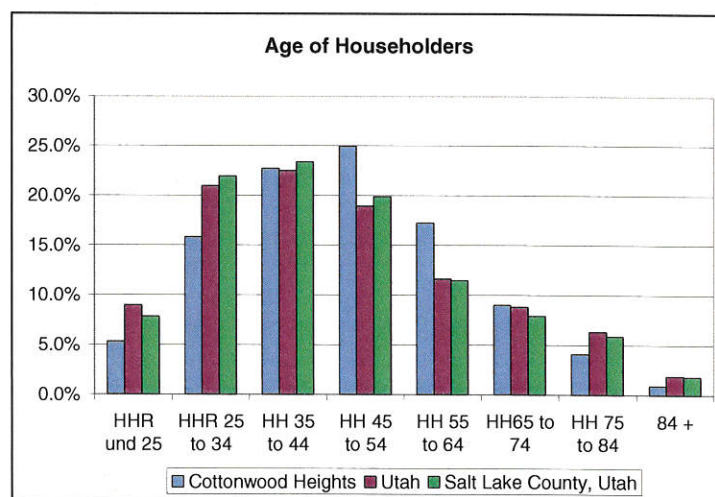


Figure 7.2. Age of Householders

⁷ Source: U.S. Census Bureau

HOUSING

in the higher income ranges. However, there still exists a substantial number of households (approximately 29 percent) whose incomes fall in the \$20,000 to \$50,000 range in 2000.

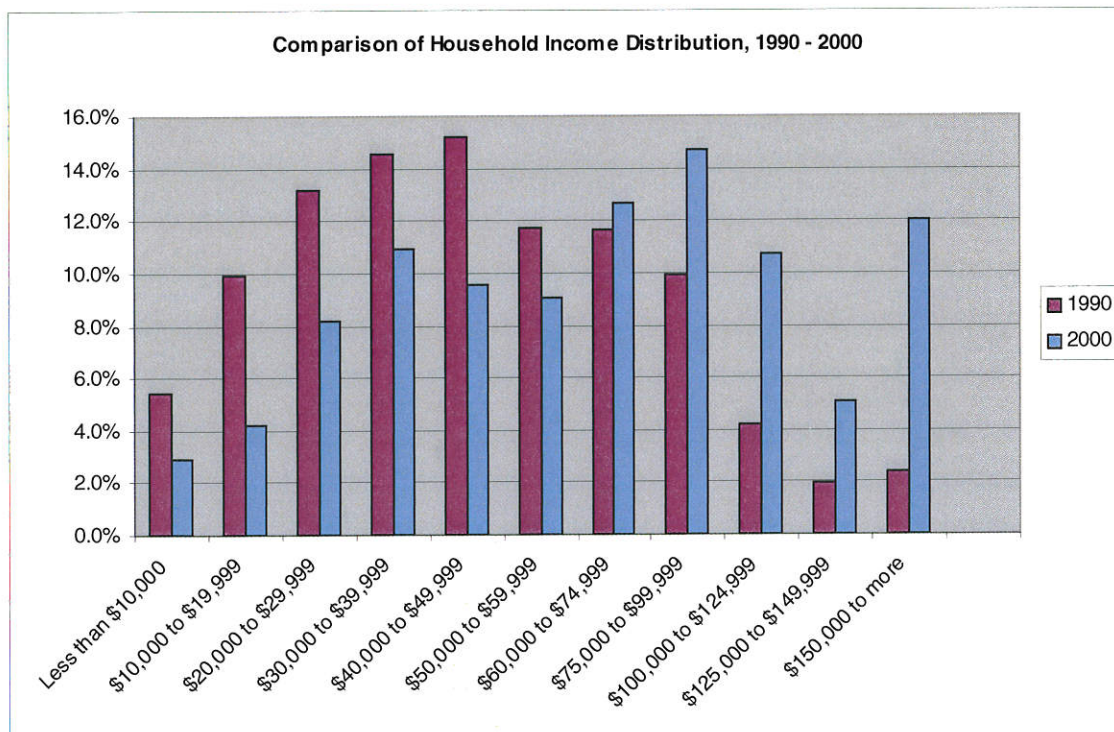


Figure 7.3. Comparison of Household Income Distribution, 1990-2000

Moderate Income Households

Income level estimates mentioned at the beginning of the document and discussed later on do not account for household size since the Census does not track income by household size. Therefore, when describing the current make-up of the community, the income levels given in Table 7.2 will be used. These figures do not account for household size and therefore can be used to analyze housing data from the Census.

To describe the quantity of Cottonwood Heights' citizens specifically affected by Section 10-9a-403, Table 7.2 shows the general spread of median household incomes as they relate to proportions of the Salt Lake County median income. Table 7.2 suggests that an estimated 18 percent of Cottonwood Heights' households have incomes below \$43,980, which represents 80 percent of Salt Lake County's estimated adjusted median income of \$54,975. (Note that these figures do not account for household size, as do other AMI estimates mentioned earlier and discussed in detail later on.) In contrast, a much greater proportion of Salt Lake County residents have incomes that fall below the 80 percent mark. So, when compared to the county as a whole, the income distribution in Cottonwood Heights is skewed towards greater income. This is to be expected on the east bench where land is more expensive. The difference in income distribution between Salt Lake County and Cottonwood Heights is further demonstrated by Figure 7.4, which shows the number of households in each income group as percentages of the whole. As expected, Cottonwood Heights shows skew toward the higher incomes.

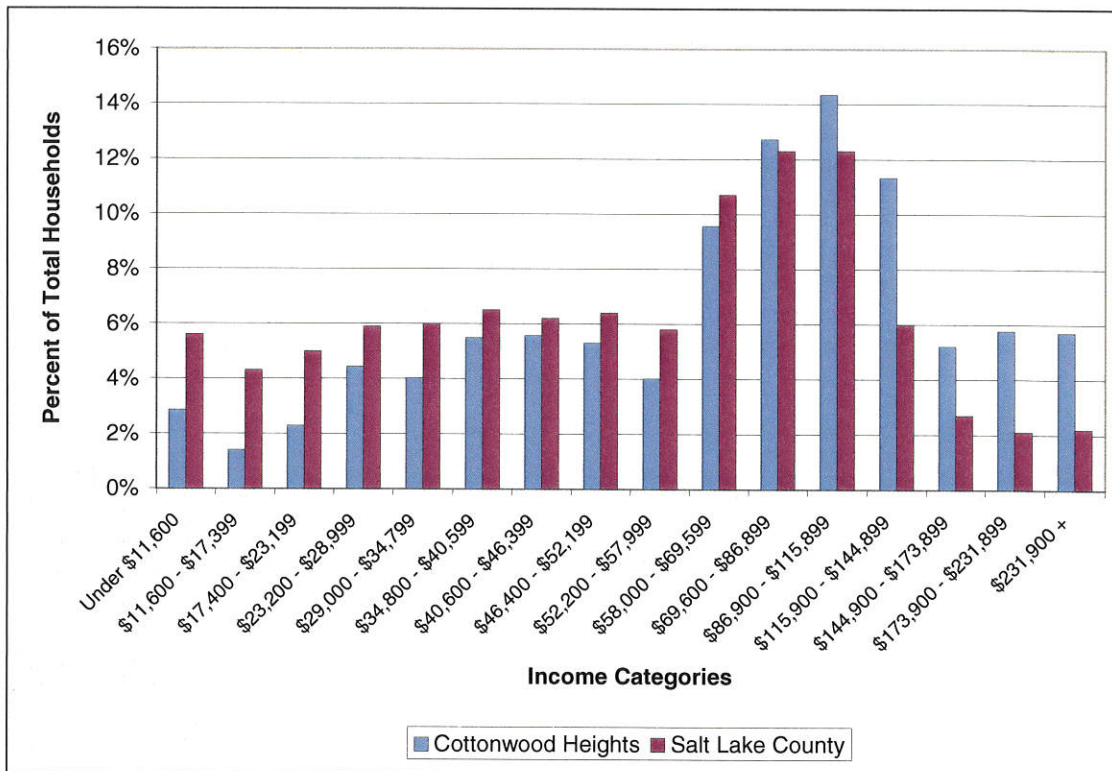


Figure 7.4. Comparison of Household Income Distribution by Percent of Total Households, Cottonwood Heights and Salt Lake County

Table 7.2 Households by Percent of Salt Lake County Median Income, 2005*				
Area	30% or less (\$16,492 or less)	<60% (\$32,985 or less)	<80% (\$43,980 or less)	>80% (Greater than \$43,980)
Cottonwood Heights	2.4%	9.6%	18.2%	81.8%
Salt Lake County	4.7%	19.0%	30.7%	69.3%

Source: 2000 Census, Bureau of Labor Statistics CPI Index; Wikstrom Economic & Planning Consultants, Inc.

*Notes:

1. The breakdown by percentage of AMI is based on 2000 Census Income categories that have been adjusted for inflation.
2. Percent AMI break point estimates between census category break points were inferred using simple linear proportions.

As mentioned, eighty percent of the county median income is \$43,980. This income would allow the purchase of a home for \$128,300⁸. While 560 (69 percent) of the 809 condos in the city and 70 percent of rental units are affordable to those with incomes below the 80th percentile, only 122 (1.3 percent) of the 8,803 single-family homes in the city are affordable to this group. In total, 7.1 percent of all single-family homes and condominiums in Cottonwood Heights are affordable to those households with incomes at or below \$43,980.

⁸ Assumes 30 percent of monthly gross income will be spent on housing costs. With this basic guideline, the maximum monthly housing cost outlay is \$1,100 including utility payments. Based on average monthly utility payments of \$68.00 for gas,⁸ and \$65.00 for electricity,⁸ an expected utility bill of \$133.00 per month is subtracted from the maximum monthly housing payment. Included in the resulting \$967 monthly payment are mortgage insurance premiums (\$53.46), hazard insurance premiums (\$22.37) and property tax escrow payments (\$100.20).

HOUSING

Those households making 60 percent of AMI also have a good chance of finding affordable housing in the city. Ownership of single-family homes is very unlikely, considering only 0.2 percent of single family homes are affordable to this group. Ownership of condominiums is more likely. An estimated 63 percent of all condominiums in the city are affordable to this group. In addition, 26 percent of all rental units in the city are affordable to those at or below 60 percent of AMI.⁹

There appears to be a need for entry-level owner-occupied and senior-oriented housing in Cottonwood Heights. Because of cost and land limitations, perhaps the only feasible option for meeting these needs is the construction of condominiums in appropriate locations, such as in mixed use areas, and near a future town center. In addition to benefiting the above-mentioned groups, new housing in these locations would provide a critical mass of people that would help to make these areas vibrant.

This analysis suggests that there may not be sufficient housing for both seniors above the age of 75 and householders below the age of 35. Currently there are two assisted living and two non-assisted living facilities targeted for the elderly population. The analysis indicates a deficiency in other types of senior housing including condominiums, town homes, smaller single family homes, or accessory apartments.

7.4 Affordability Analysis

Household Income

Section 10-9a-403 of Utah Code sets a benchmark for the establishment of a plan for moderate-income housing. It defines moderate income housing as "housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the city is located." The U.S. Department of Housing and Urban Development (HUD) and the Utah Housing Corporation use three other benchmarks in their housing programs. These are: 60 percent of median income (also known as area median income (AMI)), 50 percent of AMI, and 30 percent of AMI.

It is important to keep in mind that Section 10-9a-403 does not define the total scope of housing planning efforts needed by Cottonwood Heights. A community should address the needs of all of its residents. Currently, 9.6 percent of Cottonwood Heights' households have an income below \$32,985 (60 percent of AMI for Salt Lake County). Cottonwood Heights' General Plan should take into account the needs of these residents as well. This analysis also provides information about these residents, what housing stock is available to them, and what their future needs will be.

Table 7.3 displays the incomes of households at moderate income and below for the Salt Lake City – Ogden Metro Area, distinguished by household size. The table also exhibits housing payments that would be affordable at the given income levels.

Income level estimates used previously did not account for household size since the Census does not track income by household size. Therefore, when estimating the current make-up of the community, the previous numbers, which do not account for household size will be used. The estimates below, which do account for household size, will be used in other cases.

⁹ Source: Census 2000, WEPC

Table 7.3
Income Limits and Affordable Housing Payments by Household Size
FY 2005, Salt Lake City - Ogden

Household Size	Affordable Payment at Income Level	80% of AMI	60% of AMI	50% of AMI	30% of AMI
1	Income Levels	\$34,400	\$25,740	\$21,450	\$12,900
	Affordable Payment	\$727	\$511	\$403	\$190
2	Income Levels	\$39,300	\$29,460	\$24,550	\$14,750
	Affordable Payment	\$850	\$604	\$481	\$236
3	Income Levels	\$44,200	\$33,120	\$27,600	\$16,600
	Affordable Payment	\$972	\$695	\$557	\$282
4	Income Levels	\$49,100	\$36,840	\$30,700	\$18,400
	Affordable Payment	\$1,095	\$788	\$635	\$327
5	Income Levels	\$53,050	\$39,780	\$33,150	\$19,900
	Affordable Payment	\$1,193	\$862	\$696	\$365
6	Income Levels	\$57,000	\$42,720	\$35,600	\$21,350
	Affordable Payment	\$1,292	\$935	\$757	\$401
7	Income Levels	\$60,900	\$45,660	\$38,050	\$22,850
	Affordable Payment	\$1,390	\$1,009	\$818	\$438
8	Income Levels	\$64,850	\$48,600	\$40,500	\$24,300
	Affordable Payment	\$1,488	\$1,082	\$880	\$475

Source: HUD & Wikstrom Economic & Planning Consultants, Inc.

Note: Affordable housing costs are calculated as 30 percent of gross monthly income less \$133 for utility expenses

Household size will affect the income level applicable under the 80 percent of median household income requirement of Section 10-9a-403 of Utah Code. For purposes of analysis, the base figure of \$49,100 gross annual income – the income for a household of four – is used throughout the affordability analysis as moderate income for single-family homes, while the base figure of \$39,300 – the income for a household of two – is used as the moderate income for condominiums and apartments. This analysis uses figures for the Salt Lake City-Ogden metro area as a basis for comparison, rather than figures for Salt Lake County, because available data for Salt Lake County is not broken down by household size.

Housing

Analysis of Affordability Targets for Rental and Ownership Options

Based on the established figure of \$49,100 to define moderate incomes, housing options available are assessed and used for later analysis. Typically, total monthly housing costs should not exceed 30 percent of monthly income. With this basic guideline, the maximum monthly housing cost outlay is \$1,228 including utility payments. Based on average monthly utility payments of \$68.00 for gas,¹⁰ and \$65.00 for electricity,¹¹ an expected utility bill of \$133.00 per month is subtracted from the maximum monthly housing payment; thus, the maximum monthly housing payment for a moderate-income household of four is \$1,095. The maximum monthly payment for a moderate-income household of two is \$850.

Single-Family Home Purchase

A maximum housing payment of \$1,095 will allow, based on a 30-year term at 6.75 percent¹² and including five percent down, the purchase of a lot and house for no more than \$145,360. Included in the \$1,095 monthly payment are mortgage insurance premiums (\$60.57), hazard insurance premiums (\$25.24) and property tax escrow payments (\$113.52).¹³ Nine percent of the

¹⁰ Source: Questar Gas

¹¹ Source: Utah Power

¹² A slightly higher than prime mortgage rate was chosen to reflect the likelihood of rising rates in the next few years.

¹³ The annual cost of mortgage insurance is estimated at 0.5 percent of the total purchase price. The total cost of hazard insurance is estimated at 6.25 percent of the total purchase price. Property taxes are based on a rate of 0.017039.

HOUSING

single-family homes in Cottonwood Heights are valued at or below \$145,360.¹⁴ Most of these homes are valued above \$130,000.

Condominium Home Purchase

There are approximately 809 condominiums within Cottonwood Heights. Of these, 68 percent, or 552 units, are affordable to households of two with incomes at or below 80 percent of AMI, while 17 percent are affordable to households of two under the 60th percentile. It appears that condominiums may be the best option for ownership for moderate (80th percentile) and low-income (60th percentile) households both now and in the future.

Table 7.4 Cottonwood Heights Existing Housing Stock Affordability				
	Percent Affordable Units	Number of Affordable Units	Total Units	Threshold Price
4 person HH (SF)				
Under 80% median income	8.9%	784	8,803	\$145,360
Under 60% median income	0.3%	26	8,803	\$104,600
Condominiums (2 person households)				
Under 80% median income	68.2%	552	809	\$112,900
Under 60% median income	17.1%	138	809	\$80,200

Source: Salt Lake County Parcel Data

State and federal public assistance programs generally target the range of population falling under 60 percent of median household income, representing roughly 10 percent of all households in Cottonwood Heights and 19 percent in Salt Lake County. Approximately nine percent of the citizens of Cottonwood Heights fall into the 60-80 percent range of median household income. By comparison, 12 percent of Salt Lake County residents have incomes within the 60-80 percent range. This group could be the most affected by the City's efforts to provide moderate-income housing since they are too "well off" to receive state and federal assistance, but struggle to live up to the area's median standards.

As mentioned earlier, 18 percent of Cottonwood Heights households have incomes below \$43,980 – 80 percent of the county's median income. According to the 2000 Census, more than 30 percent of Cottonwood Heights renters were paying more than 30 percent of their income towards housing costs. By contrast, about 19 percent of homeowners paid more than 30 percent. Both of these figures are about six percent less than the county overall. Figures 7.5 and 7.6 display the percentage of households by income group that pay over 30 percent of their monthly gross income compared to households that do not. Figure 7.6 shows statistics for those who rent and Figure 7.7 shows statistics for those who own their homes with mortgages.

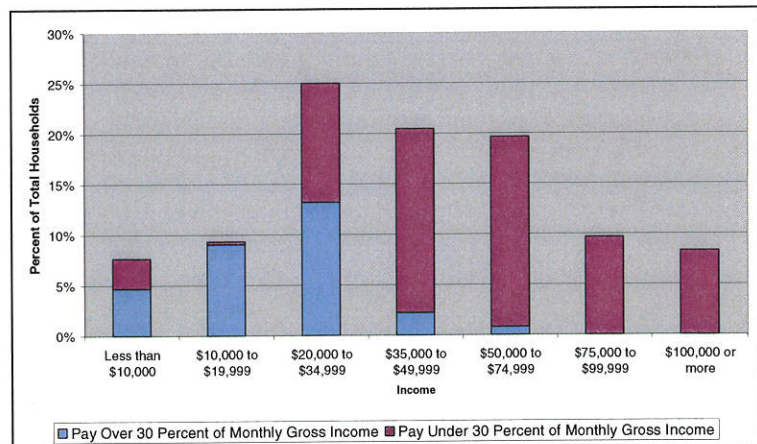


Figure 7.5. Percent of Income Paid Toward Rent (Cottonwood H.)

¹⁴ Source: real property data from the Salt Lake County Assessor

Figure 7.6 shows that among renters there seems to be an inverse relationship between income levels and the percentage of income that is used for housing costs; that is, as incomes decline, a greater percentage of the population pays more of their income for housing. This is especially true for households that earned less than \$20,000 (36 percent of AMI) in a year. Almost all of these households live in housing that is not considered affordable. This group of households is most distressed due to low-incomes and the difficulty in locating decent housing that is affordable. Many are therefore forced to take on a greater housing burden. Some households under 30 percent of the median income (2.4 percent) are at risk of homelessness.

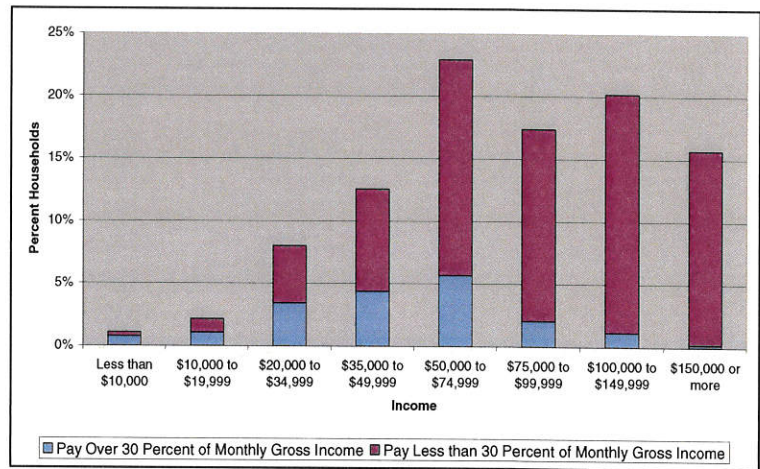


Figure 7.6. Percent of Income Paid Toward Mortgage (Cott. H.)

Homeowners in Cottonwood Heights tend to also spend a high percentage of their income on housing. This is understandable for those in the lower income ranges who may have overextended themselves in order to purchase a first home. However, even some households making between \$50,000 and \$75,000 (2000) are paying above 30 percent.

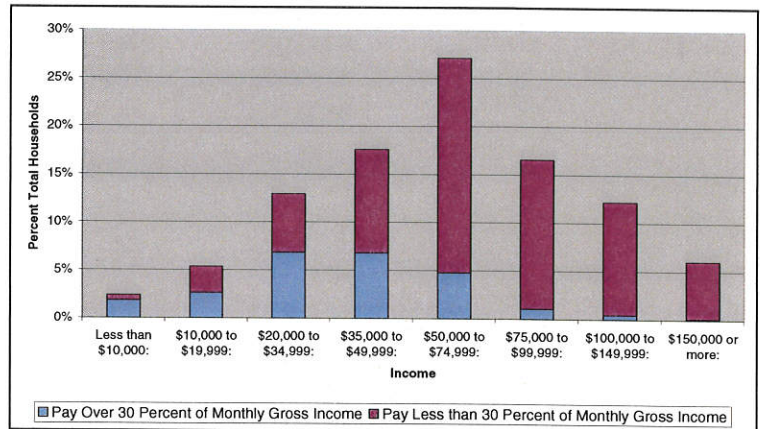


Figure 7.7. Percent Income Paid Toward Mortgage for Households in Salt Lake County

The housing cost burdens faced by homeowners differ slightly from the county. Compared to Salt Lake County homeowners in Figure 7.7, slightly more Cottonwood Height homeowners in the \$50,000 to \$75,000 income range spend greater than thirty percent of their income on their mortgage than would be expected. As well, the greater proportion of households with high incomes in Cottonwoods Heights is obvious.

7.5 Supply of Housing in Cottonwood Heights

The supply of residential housing in Cottonwood Heights is described by value, structural characteristics, occupancy, and age of housing stock.

The dominant price range for single-family homes in Cottonwood Heights is between \$150,000 and \$200,000 and represents 41 percent of the total. The bottom of this price range is just out of reach of those households earning 80 percent of AMI.

Table 7.5 Number of Single-Family Homes in Cottonwood Heights by Price Range			
From	To	# of Homes	% of Total
\$0	\$49,999	7	0.1%
\$50,000	\$99,999	17	0.2%
\$100,000	\$149,999	1,057	12.0%
\$150,000	\$199,999	3,543	40.2%
\$200,000	\$249,999	1,592	18.1%
\$250,000	\$299,999	667	7.6%
\$300,000	\$349,999	634	7.2%
\$350,000	\$399,999	454	5.2%
\$400,000	\$449,999	252	2.9%
\$450,000	\$499,999	224	2.5%
\$500,000	\$549,999	125	1.4%
\$550,000	\$599,999	87	1.0%
\$600,000	\$649,999	40	0.5%
\$650,000	\$699,999	26	0.3%
\$700,000	\$749,999	23	0.3%
\$750,000	\$799,999	19	0.2%
\$800,000	+	36	0.4%
Total		8,803	100.0%

Source: Salt Lake County Parcel Data, WEPC

Housing Units and Occupancy

Within Cottonwood Heights' current boundaries there are a total of 11,955 housing units according to the 2000 Census. The inventory below updates the 2000 U.S. Census total by adding 192 buildings, which were constructed between 2000 and 2003 according to the Salt County Assessor's Office. As reported in Table 7.6 over 55 percent of new units have been condominiums; however, judging from market values reported by the Salt Lake County Assessor's Office, most of these are luxury units and are therefore out of reach of moderate-income households.

Table 7.6 Units Built After 2000 in Cottonwood Heights			
Unit Type	Number of Parcels	Number of Units	Percent of Units
Condominium Unit	41	106	55.2%
Planned Unit Development	23	23	12.0%
Single Family Residence	58	63	32.8%
Total	122	192	100.0%

Source: Salt Lake County Assessor's Office

A descriptive breakdown of Cottonwood Heights' housing is provided in Table 7.7, listing units by their structural characteristics and occupancy type. Note that totals do not include the new units because their occupancy status could not be determined.

Table 7.7
Breakdown of Housing Stock in Cottonwood Heights by Type and Tenure

Total of Unit Type by Tenure			
Type	Owner Occupied	Renter Occupied	Total
Single Family	8583	847	
	95.2% of Type (Occupied units)	28.8% of Type (Occupied units)	9430 Units
2 to 4 Units	88	374	
	1% of Type (Occupied units)	12.7 % of Type (Occupied units)	462 Units
5 to 9 Units	92	400	
	1% of Type (Occupied units)	13.6% of Type (Occupied units)	492 Units
10 or more Units	130	1302	
	1.4 % of Type (Occupied units)	44.3% of Type (Occupied units)	1432 Units
Mobile Home & Other	120	19	
	1.3% of Type (Occupied units)	.6% of Type (Occupied units)	139 Units
All Units	9013 units	2942 units	
	75.1% of All Occupied Units	24.9% of All Occupied Units	11,955 Units
Percent of Unit Type by Tenure			
Type	Owner Occupied	Renter Occupied	Total
Single Family	95.2%	28.8%	78.9%
2 to 4 Units	1.0%	12.7%	3.9%
5 to 9 Units	1.0%	13.6%	4.1%
10 or more Units	1.4%	44.3%	12.0%
Mobile Home & Other	1.3%	0.6%	1.2%
All Units	100%	100%	100%

Source: 2000 Census

Table 7.8 shows the differences among Cottonwood Heights, the neighboring cities of Sandy and Holladay and Salt Lake County. Cottonwood Heights has a smaller proportion of multi-family housing than the County, but a larger proportion than the neighboring cities of Holladay and Sandy.

The data demonstrate that in Cottonwood Heights, three quarters of all housing units are single-family units (detached and attached) and one quarter consists of multifamily, mobile home units and other units. Cottonwood Heights' proportion of multi-family units is somewhat lower than Salt Lake County, where 35 percent of housing units are multi-family units.

HOUSING

Table 7.8 Type and Occupancy Comparisons -- Percentage of All Housing Units, 2000				
	Cottonwood Heights	Salt Lake County	Sandy	Holladay
Single Family Units, % of Total	77.9%	69.7%	85.6%	81.5%
Multi-family Units, % of Total	22.1%	30.3%	14.4%	18.5%
Owner Occupied Units, % of Total	74.4%	69.0%	84.3%	81.9%
Renter Occupied Units, % of Total	25.6%	31.0%	15.7%	18.1%
Vacant Units, % of Total	4.7%	5.1%	3.2%	4.5%

Source: U.S. Census Bureau; Wikstrom Economic & Planning Consultants, Inc.

Table 7.8 also shows that Cottonwood Heights has a greater proportion of owner-occupied units than the county, but a smaller proportion than Sandy or Holladay.

Table 7.9 looks at housing tenure by race. This basic examination of occupancy by race reveals that in Cottonwood Heights whites are more likely to own their own homes than are minorities. While 75 percent of whites are homeowners, with the exception of Asian households, the majority of racial minority households do not own homes. Of 861 Hispanic households, the home ownership rate is 58 percent.

Table 7.9 Tenure by Race, Cottonwood Heights, 2000					
	Percent of Race			Percent of Occupied Housing Units by Race	
	Percent of Owners	Percent of Renters	Percent of Total Households	Owner Occupied	Renter Occupied
White alone	96.1%	90.7%	94.7%	75.8%	24.2%
Black or African American alone	0.2%	1.5%	0.6%	32.4%	67.6%
American Indian and Alaska Native	0.0%	0.8%	0.2%	13.8%	86.2%
Asian alone	2.1%	2.6%	2.2%	70.0%	30.0%
Native Hawaiian and Other Pacific	0.1%	0.5%	0.2%	39.1%	60.9%
Other	1.4%	3.9 %	2.0	32.3%	67.7%
Total Households	8,929	3,024	11,953	74.7%	25.3%
Percentage of Hispanic Origin	5.6 %	12 %	7.2 %	58.0%	42.0%

Source: U.S. Bureau of the Census; Wikstrom Economic & Planning Consultants, Inc.

Note: 1) Percentages will not total 100 percent because data is by race only, not including peoples of Hispanic origin.

Age of Housing Units

Most of the housing in Cottonwood Heights was developed in the 1960's and 1970's. This graph reflects the nature of housing in the City. Another quarter of Cottonwood Heights' housing was constructed from the 1980s up to the present.

Recent Trends in Construction

Single-Family and Condominium Construction

According to data provided by the Salt Lake County Assessor's office, the 1990's saw a dramatic slowing in the number of units built per year. Table 7.10 shows all housing built from 1990 to 2002 (the most recent year for which complete data was available). After 1993, the rate of construction of single-

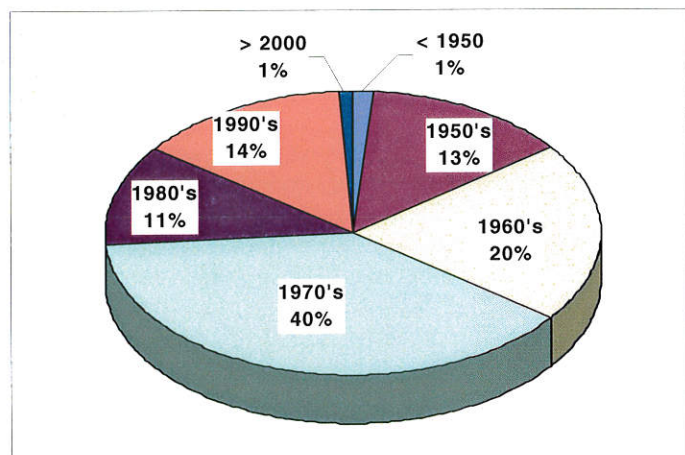


Figure 7.8. Age of Housing Stock in Cottonwood Heights

family homes began to decrease rapidly. A relatively large condominium project has been built recently; however, as the amount of developable land decreases, so will the building activity for all types of housing.

Table 7.10 Housing Units Built Since 1990 by Year				
	Single-Family		Condo	
	Number	Percent	Number	Percent
1990	126	9.8%		
1991	171	13.3%		
1992	203	15.8%		
1993	257	20.0%	18	13.7%
1994	129	10.1%	4	3.1%
1995	90	7.0%	16	12.2%
1996	90	7.0%		
1997	68	5.3%	8	6.1%
1998	43	3.4%		
1999	42	3.3%		
2000	29	2.3%	17	13.0%
2001	21	1.6%	17	13.0%
2002	13	1.0%	51	38.9%
Totals	1282		131	

Source: Salt Lake County Assessor's Office (parcel data)

7.6 Costs of Housing in Cottonwood Heights

Single-Family Housing

Does current supply meet the guidelines for affordability under Section 10-9a-403 of Utah Code? Yes, Cottonwood Heights does meet the statutory requirements for affordable housing. The following section **begins answering this question with provides** an analysis of the costs of housing in Cottonwood Heights.

Single Family Home Market

Of the 360 single family homes sold in the Cottonwood Heights area from Sept 1, 2003 to Sept 1, 2004, prices ranged from a low of between \$120,000 and \$140,000 to a high greater than \$300,00. The median home price of the homes sold during this period was \$225,250.

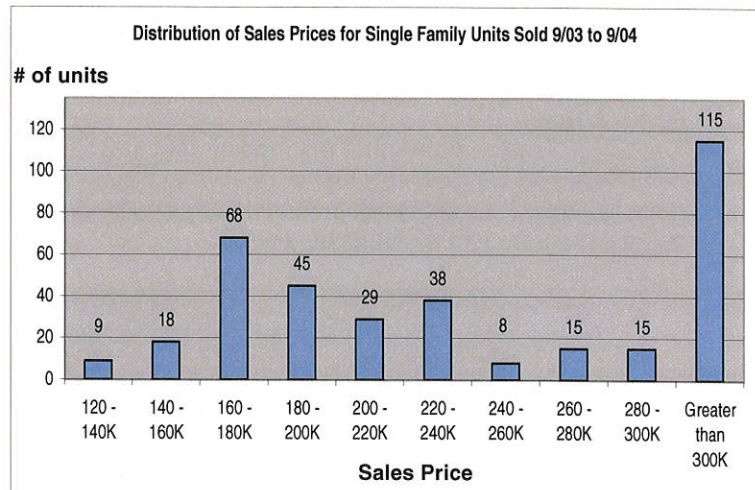


Figure 7.9. Distribution of Sales Prices for Single-Family Units Sold 9/03 to 9/04

Figure 7.9 demonstrates the range of prices for single-family homes sold in the last year. As is apparent from the graph, the two largest categories in terms of the number of homes sold are the \$160,000 to \$180,000 and over \$300,000 categories.

HOUSING

Of the 360 single-family homes sold last year (September 2003 to September 2004) in the Cottonwood Heights area, only four fell within a price range that is affordable to those with household incomes between sixty and eighty percent of AMI. However, 40 (54.8 percent) of the 73 condominiums sold were affordable to this group. Overall, a total of 10 percent (44) of single-family homes and condominiums sold last year were affordable to persons with incomes that were 80 percent of AMI.

While home prices appear competitive in the current market, Cottonwood Heights has experienced rapid price increases. The U.S. Census shows that the inflation adjusted (2000 dollars) median home value in Cottonwood Heights has increased from \$142,028 in 1990 to \$226,665 in 2000 at an average annual growth rate of five percent. Concurrently, the area median income only rose one percent per annum from \$62,096 in 1990 to \$69,562 when adjusted to 2000 dollars. This rise in house prices relative to the stagnancy of incomes could be problematic for future affordability, and will be discussed in relation to income changes over the same period after an analysis of trends in the rental market.

Table 7.11
Single Family Units Sold 9/03 to 9/04

Year Built	Median Sales Price	Average Total Square Feet	Number
1920-1939	\$168,000	1,716	1
1940-1959	\$168,262	1,992	50
1960-1979	\$213,450	2,856	190
1980-1999	\$359,900	4,350	91
2000-2004	\$471,000	4,351	28
All Years	\$225,250	3,227	360

Source: Wasatch Front Multiple Listings Service

Multi-Family Housing

Rental Market

The 2000 Census shows that the median rent in Cottonwood Heights is higher compared to neighbors and considerably higher relative to the Salt Lake County median. Note that the median rents in Table 7.12 are for both multi-family and single-family units and are thus higher than one might expect for just multi-family units.

Table 7.12
2000 Median Rents (Multi-family & Single Family)

Place	Median Rent
Cottonwood Heights	\$906
Holladay	\$717
Sandy	\$768
Salt Lake County	\$638

Source: U.S. Census, WEPC

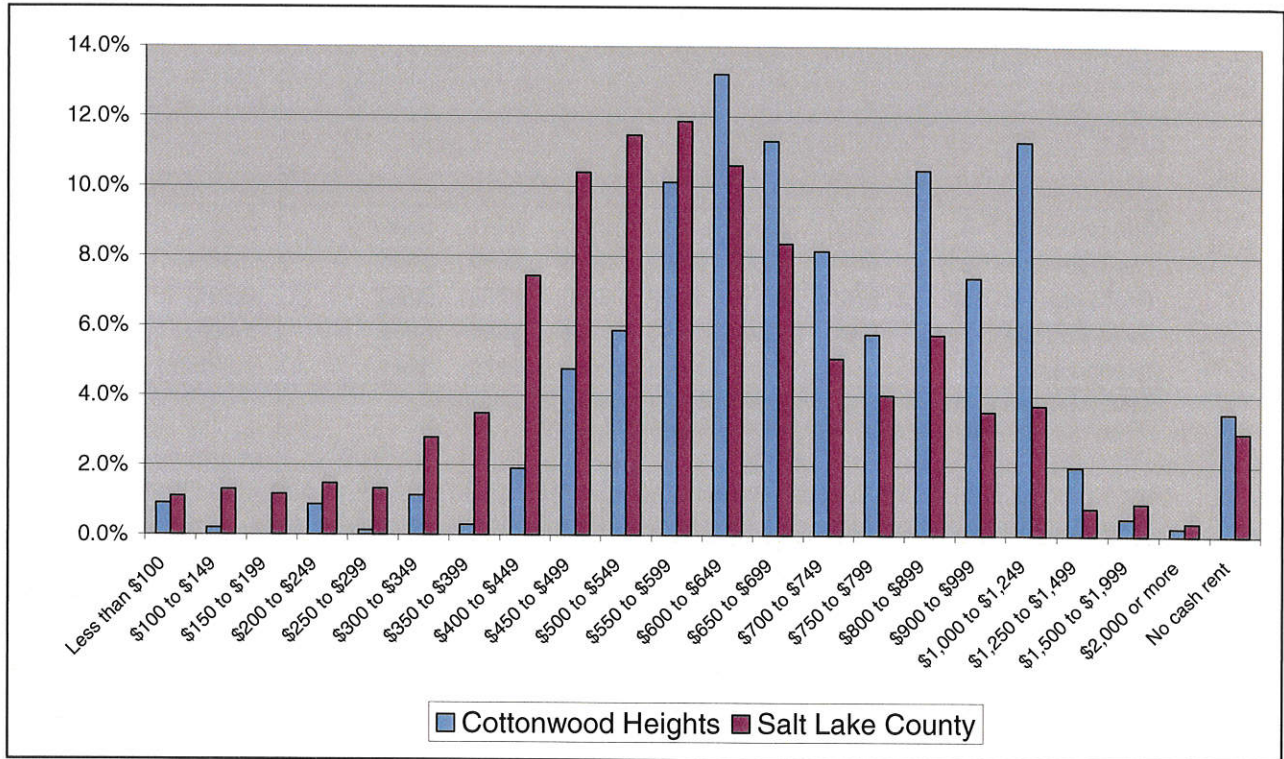


Figure 7.10. Comparison of the Distribution of Sales Prices in Cottonwood Heights and Salt Lake County

Even though the median rent in Cottonwood Heights is relatively high, there are still numerous apartments available to those with moderate and low incomes. Sixty-nine percent of the rental units in Cottonwood Heights in 2000 were affordable to a moderate-income family. Conditions were also favorable for households that earned sixty percent of AMI, with an estimated twenty-six percent of rental units in Cottonwood Heights affordable to them. Most importantly, of all units in the city roughly 29 percent were affordable to those with moderate incomes.

Income Level	Monthly Rents	% of the Units
At or below 80% of AMI	\$966	69.9%
At or below 60% of AMI	\$692	26.2%
At or below 30% of AMI	\$279	1.6%

Source: U.S. Census, WEPC

In contrast to single-family home prices, rents in the Cottonwood Heights/Holladay area have remained flat for the last six years. Depending on the apartment size, there has been an average annual rent increase or decrease of between -0.33 and 1.08 percent since 1999. Table 7.14 summarizes apartment rental rate trends in the Cottonwood Heights/Holladay area for the period 1999 to 2004. This is at a time when incomes have been increasing.

Table 7.14
Apartment Rental Rate Summary, Cottonwood Heights/Holladay area
1999 to 2004

	1999	2000	2001	2002	2003	2004	Average Annual Increase 1999- 2004*	Total Percent Increase 1999-2004*
One Bedroom	\$625	\$643	\$662	\$641	\$641	\$635	0.32%	1.6%
Two Bdrm One Bath	\$674	\$687	\$699	\$661	\$660	\$663	-0.33%	-1.6%
Two Bdrm Two Bath	\$765	\$798	\$823	\$807	\$794	\$789	0.62%	3.1%
Three Bedroom	\$940	\$998	\$1,000	\$1,008	\$995	\$992	1.08%	5.5%
Townhouse	na	na	\$1,008	\$1,052	\$970	\$951	-1.92%	-5.7%

Source: EquiMark Properties, Wikstrom Economic & Planning Consultants

*Townhouse growth rate and percent increase from 2001 to 2004

According to Table 7.14, a four-person household making 80 percent of AMI would be able to afford a three-bedroom home or a townhouse in the Cottonwood Heights area. As shown in Table 7.3, the affordable monthly payment for four-person households is \$1,095. Such a household could, therefore, rent a three-bedroom apartment at market-rate rent and still have over \$100 left in its housing budget. A four-person household making 60 percent of AMI could also afford market rents in Cottonwood Heights, although its monthly housing budget of \$788 would only allow the household to rent a two-bedroom unit. There appears to be a fair amount of rental housing available in Cottonwood Heights for low- and moderate-income households.

7.7 Housing Plan

Meeting the Current Requirements of Section 10-9a-403 of Utah Code

The above analysis demonstrates that the city is meeting the requirements of Section 10-9a-403 of Utah Code; that is, there is reasonable opportunity for moderate income households to obtain quality housing in the city. Considering its location on the east bench and the resulting high land prices, Cottonwood Heights is in a very favorable position in terms of the amount of affordable housing available. The available affordable housing comes mostly in the form of apartments located throughout the city. Over the last few decades, the amount of multifamily structures in the city has kept reasonable pace with the rate of construction of single-family homes. The city is, therefore, in a comfortable position with regard to affordable apartments, of which there is an ample supply.

If there is room for improvement in Cottonwood Heights, it would be in two areas: senior housing (defined as independent living centers, condos, townhomes, or accessory apartments) and entry-level, owner-occupied housing. While there are plenty of apartments available for rent, there may be some need for additional town homes and condominiums available for purchase, especially as the population ages and more seniors elect to move to housing requiring less maintenance. Independent living facilities are another important source of housing. If the city wishes to further improve opportunities for seniors and those of moderate income, the focus for future planning should be on making entry-level, owner-occupied housing more available and on providing for a variety of housing types and prices for seniors.

Demand for Affordable Housing

Ownership

It has been shown that, relative to the county, Cottonwood Heights has a somewhat smaller proportion of homes affordable to entry-level homebuyers. It appears that there may be some need for affordable single-family homes and condominiums in the city. Table 7.15 shows price per square-foot for all condominiums and single-family homes sold last year that would be affordable to households earning 80 percent or less AMI. For condominiums, Cottonwood Heights has the highest price per square-foot of any of the surrounding cities shown in the table.

Condominiums sold in Cottonwood Heights that were affordable to those with moderate incomes were from several different complexes built in various years (mostly in the 1970's and 1980's)

Upon closer examination of these affordable properties that were sold, only one was over 1,000 square feet, which means that most may not have been suitable for two- or three- person households. Also, in 2004 Cottonwood Heights was second only to Draper in sales price per square-foot for single-family homes (see Table 7.15); however, data was not available for Bluffdale or Holladay. These two factors suggest that a need may exist for larger, affordable town homes and condominiums; however, the availability of land will constrain these markets. Although most new housing units built since 2000 (over 55 percent) have been condominiums, most of these were luxury units.

Table 7.15			
Median Price per Square Foot			
Cottonwood Heights and Selected Cities in Salt Lake County			
Condominiums		Single-Family Homes	
City	Med. Price/SF	City	Med. Price/SF
Cottonwood Heights	\$105.82	Draper	\$99.99
Holladay	\$95.59	Cottonwood Heights	\$95.65
Sandy	\$91.95	Murray	\$88.72
West Jordan	\$88.89	Sandy	\$73.86
Bluffdale	\$88.43	West Jordan	\$72.12
Salt Lake City	\$86.97	Salt Lake City	\$69.85
Murray	\$80.00	Taylorsville	\$70.99
Taylorsville	\$79.59	West Valley City	\$65.66
West Valley City	\$78.75	South Jordan	\$63.24
South Jordan	\$78.00	Bluffdale	na
Draper	na	Holladay	na

Source: Wasatch Front Multiple Listings Service, 2003-2004; WEPC

Table 7.16 displays affordable single-family homes and condominiums sold last year as a percentage of the whole of each category. In the single-family category, Cottonwood Heights is below average overall, but is in a better position than some of the other higher-income communities. Cottonwood Heights is in a more favorable position in the condominium category, where it is near the top of the list.

Table 7.16 Affordable Homes Sold from Sept. 2003 - Sept. 2004 Cottonwood Heights and Selected Cities in Salt Lake County			
Condominiums		Single-Family Homes	
City	% Affordable Units Sold	City	% Affordable Units Sold
West Valley City	73.80%	West Valley City	70.70%
Murray	62.90%	Taylorsville	63.10%
Cottonwood Heights	54.80%	Salt Lake City	44.70%
Taylorsville	54.70%	West Jordan	35.40%
Salt Lake City	42.70%	Murray	32.20%
Holladay	32.40%	Sandy	12.20%
Sandy	27.90%	Cottonwood Heights	4.20%
Bluffdale	26.30%	South Jordan	3.40%
West Jordan	24.00%	Bluffdale	0.50%
Draper	7.40%	Draper	0.0%
South Jordan	0.00%	Holladay	0.0%

Source: Wasatch Front Multiple Listings Service, 2001-2004; WEPC

Multi-family (Apartments)

There are several major apartment complexes in Cottonwood Heights with affordable rents. Earlier discussions indicated that these units are affordable to households with moderate- and low-incomes. Nearly 70 percent of the rental units in Cottonwood Heights in 2000 were affordable to a moderate-income family. Conditions were also favorable for households that earned sixty percent of AMI, with an estimated 26 percent of rental units in Cottonwood Heights affordable to them. As well, there seems to be plenty of housing for lower incomes as evidenced by the large population of young adults in the city.

Special Needs

Affordable housing is an issue for special needs groups as well as for the population at large. The lack of affordable housing, and particularly of affordable housing targeted to those at or below 50 percent of AMI, is a major cause of homelessness. Affordable housing targeted at very low income households must be rental housing; many families trying to survive on \$16,492 (30 percent AMI) -- or even \$27,487 (50 percent AMI) a year simply cannot qualify for homes. An estimated six percent (690 households) of the households in Cottonwood Heights are below 50 percent of AMI.

Elderly Housing

Many seniors prefer to live in the same community when circumstances require that they move out of their homes. According to the 2000 census, 15 percent of all Cottonwood Heights households were headed by persons 65 years of age or older. Of these households only eight percent rented housing. 40 percent of those renting were paying 30 percent or more of their household income for housing. The remaining 92 percent of persons 65 years and older owned their housing. By contrast, 82 percent of county residents over the age of 65 lived in housing they owned. Currently there are two assisted living and two non-assisted living facilities targeted for the elderly population. Assisted or non-assisted units for the elderly, as well as programs discussed below can help the elderly find affordable housing and remain in Cottonwood Heights.

7.8 Tools and Implementation Strategies

Regulatory Climate

If the city wishes to improve availability of senior housing and owner-occupied, entry-level housing, steps will need to be taken to provide a regulatory environment where this can take

place. The following paragraphs describe some strategies that can be used to accomplish this objective.

Zoning for higher density

Higher density brings down the cost of units by reducing the cost of land per unit. Zoning for higher density in appropriate areas can make feasible the development of new affordable (and market rate) units in areas that may be in need of redevelopment and revitalization. Accessory housing units, duplexes, town homes, condominiums, and apartments are all examples of varying degrees of density. With careful design guidelines in place, many of these options will easily blend into the existing fabric of the community.

Accessory Apartments

Accessory apartments (often termed “mother-in-law” apartments) have many benefits. In addition to providing affordable rental housing, they can allow first-time homeowners to gain access to homes that would otherwise be out of reach by renting out an additional unit. When a homeowner’s income and/or need for more space increases, the accessory apartment may no longer be needed as a rental. The homeowner can may then wish to expand into the space vacated by the former accessory apartment.

Due to low construction costs, accessory apartments can easily be built to accommodate affordable housing needs. When creating zoning policies that allow for the creation of these types of units, it is important to make the process as simple as possible so that residents are not deterred from adding these units. The process to gain building permits for accessory apartments should be inexpensive and efficient. In addition, the city may want to consider a reduction in building and planning fees.

Mixed Use

Housing in commercial areas is seen by many as a way to increase vitality in those areas while providing additional housing for all income levels. Mixed-use areas work well in retrofitting under-utilized commercial space. One of the social benefits to this type of housing solution is that the low- and moderate- income people who live in these types of areas will have easier access to shopping and transit opportunities. This is especially important to this income bracket because they are less likely to have consistent access to cars.

Neighborhood Acceptance

Affordable housing would likely be concentrated in areas that are currently zoned for medium or higher density housing. Despite the fact that these areas would already be zoned for this type of development, good design can play an important role in ensuring that development is consistent with the style and design of adjacent neighborhoods. Good design can play a huge role in the overall acceptance of any affordable housing project. Design guidelines can ensure a smooth blend of multi-family housing into a neighborhood. These guidelines can be used to guide materials, architectural features, landscaping, site layout, etc. Through design guidelines, the city can ensure that affordable housing is attractive and more likely to remain viable for a longer period of time.

Recommendations for the Creation of Design Guidelines

- Conduct a survey of housing stock in the Cottonwood Heights neighborhoods including materials, size, architectural type, and common features to determine the character of existing neighborhoods.
- Create guidelines that are flexible enough that they do not force affordable housing into “cookie cutter” models. Each housing project should be looked at on an individual basis. This attention to detail will create a better quality of design for the community as a whole.
- Use surveys and community workshops to solicit input from neighborhoods regarding what features are important in their neighborhood.¹⁵

¹⁵ Pyatok, Michael. (2001). Design and Public Opinion. *The NIMBY Report*.

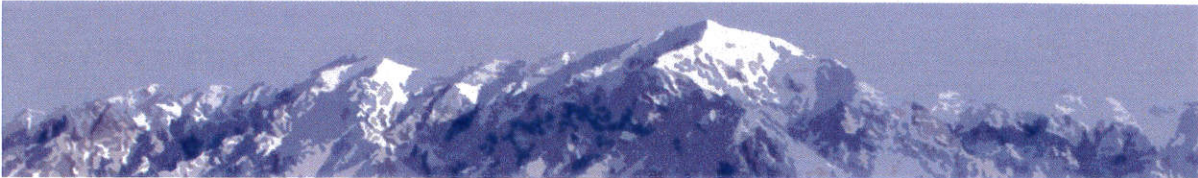
HOUSING

- Vary the unit size in new developments in order to create a diversity of design for both the affordable and market rate housing. By creating this diversity from the beginning, the neighborhood will have a perceived higher value without actually raising the costs.¹⁶

The above strategies can all be used to some degree to support ownership of affordable housing in Cottonwood Heights.

Refer to Appendix C for a list of affordable housing assistance programs.

¹⁶ Koch, Robert A. (2001). How Traditional Neighborhood Design can Support Diversity. *The NIMBY Report*.



Chapter VIII

Annexation

8.1 Background and Introduction

Vision Statement

The City shares a common boundary with other cities except on its southern boundary where the only potential for annexation exists. Three areas have been identified for possible future annexation. Annexation may serve a number of purposes. First, Cottonwood Heights is interested in establishing and beautifying the city's gateways, and annexation would provide an opportunity to further define the entrances to the city. Second, annexation of areas along the foothills would help ensure that any future development of these areas is consistent with the goals and objectives of this General Plan. Lastly, annexation would bring a number of amenities into the city boundaries that many residents currently enjoy. These include the open space along the foothills, the Oakdale Elementary School, and the Willow Creek Country Club. The city is open to annexing areas to meet these goals subject to laws and continuity of service delivery. The city recognizes that annexation must be initiated by the residents of the potential annexation area.

The annexation section sets forth goals and policies defining the city's position on possible annexation in certain areas. In addition, this section provides some background information and general guidelines to be considered when evaluating possible annexations and their costs and benefits to the city. The policies and guidelines address the positive and negative impacts on the city's economy, aesthetics, recreational facilities, and general quality of life of current residents. Map 8.1 shows the area considered (hereafter referred to as the "annexation area"), which includes all land between the city's southern border and Sandy's northern border as well as the property on the extreme southeast corner of the city. The possible annexation area is divided into three parts, termed Areas "A", "B" and "C." Area A is the small area on the southwest border of the city. Area B includes the Willow Creek Country Club and is a large area to the south of the city. Area C includes the land bordering the southeast corner of the city.

8.2 Goals and Objectives

Goal 1: To preserve and improve the character of Cottonwood Heights' borders.

POLICY: The southeast entrance to Cottonwood Heights is an important gateway to the city and Little Cottonwood Canyon. Therefore, the city will look favorably on annexation proposals in this area in order to ensure that future development will enhance the aesthetics of this city gateway and the entrance to Little Cottonwood Canyon.

POLICY: In the interest of effective planning and the facilitation of future annexations, the city should indicate the tentative future land-uses and densities of all land within possible annexation Area C. This may be shown on a revised future land use map and/or in the annexation policy plan mentioned below in Goal 2.

Goal 2: To provide for efficient service delivery and logical, simple boundaries.

OBJECTIVE: The city will prepare an annexation policy plan which will clearly define all future boundaries and establish a means to estimate the fiscal impacts of new annexations.

POLICY: The proposed boundaries should, to the extent possible, follow natural features such as roads, streams, topographical features, etc.

POLCY: The proposed boundaries should, to the extent possible, simplify both service provision and the boundary line itself.

POLICY: Feasibility studies should be prepared as required by state law. For those annexations not requiring a feasibility study, the annexation proposal should be accompanied with a brief impact analysis, the content of which will be specified in the zoning ordinance.

8.3 Existing Annexation Area Conditions

Population

The current (2005) population of the annexation area is estimated at approximately 2,680 persons. Future population growth will be limited to Area C, since Areas A and B are built-out. Area C has approximately 115 acres of developable land. The future population of this area will vary depending on how it is zoned. Previously, the land has been zoned for large-lot (15,000 SF to one-acre lots) single-family use. If the area remains at roughly its current density (half-acre lots) a maximum of 57 homes could be built, resulting in a population of 170 persons.

Neighborhood Character

The annexation area is very similar in character to the current city of Cottonwood Heights; the difference being that, in general, incomes and property values are higher overall in the annexation area than in Cottonwood Heights' current boundaries. The annexation area is similar in other respects. It is almost completely made up of single-family residential homes, with the exception of the Willow Creek Country Club and Oakdale Elementary School.

Economic Base

The only employers in the annexation areas are Oakdale Elementary School and Willow Creek Country Club, which has an 18-hole golf course and a restaurant.

Property Values

The median property value for single-family homes in the annexation area is \$269,400. By comparison, the median value for homes within the current boundaries of Cottonwood Heights is \$195,500. Map 8.2 shows relative property values for single-family parcels in the city. Darker colored parcels indicate higher property values. Generally speaking, the highest property values are in the southern portion of the city and in the annexation areas, as well as on the eastern and northeastern periphery of the city.

Revenue Generation in Annexation Area

Sales Tax Revenue

The annexation area produces no appreciable sales tax revenue. There may be minimal revenue from the country club and possibly from home-based businesses.

Property Tax Revenue

Table 8.1 shows the total market and taxable values of all property types within the annexation area according to county records. Since, as of the publication of this General Plan, the city has yet to levy a municipal services property tax we have estimated property tax revenues by applying a property tax rate of 0.00274, which was the 2004 county municipal services rate, to the total taxable value of \$155,548,220. This would generate annual revenues of approximately \$426,202. Broken out separately, the annexation areas would produce annual revenues of \$38,460 for Area A, \$364,557 for Area B and \$23,185 for Area C. Revenues from Area C would, of course, increase as development occurs, while revenues from Areas A and B will remain constant, since there is little, if any, developable land within these areas.

Table 8.1 Annexation Area Taxable Value		
	Market Value	Taxable Value
Single-Family	\$258,554,800	\$142,205,140
Secondary Residential	\$173,000	\$173,000
Planned Unit Development	\$4,544,800	\$2,447,390
Undeveloped Residential Lots	\$4,373,300	\$4,373,300
Farm/Green space	\$964,400	\$0
Public/Government	\$6,265,000	\$0
Exempt	\$4,355,600	\$0
Other	\$525,800	\$289,190
Golf Course	\$5,984,300	\$5,984,300
Undeveloped	\$75,900	\$75,900
Total Taxable Value		\$155,548,220
Total Potential Property Tax Revenue		\$426,202

Source: Salt Lake County Assessor's Office, WEPC

Cost of Service to Annexation Area

A detailed analysis of service costs should be performed prior to any annexation, particularly annexations involving the golf course or the land to the southeast and at the mouth of Little Cottonwood Canyon where additional infrastructure will likely be needed.

Tax Burden Implications

The change, if any, in property taxes paid by those who would be annexed into the city is difficult to determine since the city has not yet levied a municipal services tax. The tax implications for current residents are likewise unknown since an analysis of service costs has yet to be performed.

ANNEXATION

Significant Community Facilities in Annexation Area

Oakdale Elementary School is the only community facility located in the annexation area. It is located at 1900 East Creek Road. The school will remain in the Jordan School District regardless of whether or not it is annexed into the city.

8.4 Shared Boundary Considerations

It is generally accepted that unincorporated islands should be absorbed into neighboring cities in order to provide for efficient services, among other reasons. It is advisable that Cottonwood Heights prepare an annexation policy plan, which includes an analysis of the fiscal impacts of annexation. More importantly, annexation of the southeast annexation area (Area C) would give the city more influence over the development of its southeastern gateway, allowing it to address land use and aesthetic concerns.

The annexation policy plan should be created in cooperation with Sandy City, which would like to have a northern boundary that follows natural boundaries. Sandy City planners would like to “clean up” the northern boundary to the point where the edge is no longer jagged and unpredictable as it is now. It is recommended that Cottonwood Heights work with Sandy City to adopt an annexation policy plan that will spell out precisely where the future boundaries of both cities will meet. It is also recommended that these borders follow logical lines such as service areas, roads, streams, or other natural boundaries. It should be noted that Cottonwood Heights already provides police and fire protection to these possible annexation areas is already based in Cottonwood Heights. Ultimately, any possible annexation will be the choice of the citizens that reside in these areas. Cottonwood Heights will welcome any annexation proposals as long as they help achieve the goals and objectives of the General Plan.



Chapter IX

Natural Environment

9.1 Background and Introduction

Cottonwood Heights is a primarily low-density residential community with several key undeveloped natural areas; including the Wasatch Mountain foothills, the entrances to Little and Big Cottonwood Canyons and the Little Cottonwood Creek and Big Cottonwood Creek stream corridors. These resources are at risk from encroaching development and other land use activities. Wasatch-Cache National Forest is located directly east of the Cottonwood Heights boundary and is under the jurisdiction of the National Forest Service. According to the Revised Forest Plan for Wasatch-Cache National Forest, a large portion of the adjacent forest is designated National Wilderness Area, where the use of motorized vehicles is prohibited. Other sensitive natural resources throughout the City include mountain views, hillsides/slopes, prominent ridgelines/rock formations/outcroppings, gullies/ravines/draws, open space, soils, vegetation, wetlands, riparian corridors, and flood plains.

Additionally, Cottonwood Heights is subject to several natural hazards with the potential to cause loss of life and property. There are moderate to high liquefaction potential areas and 100-year floodplains generally located along the Little Cottonwood Creek and Big Cottonwood Creek stream corridors. The Wasatch fault, which is located along the eastern edge of the City, is seismically active and subject to fault rupture. There are several classifications of slopes within the City defined as: (a) slopes greater than fifteen percent (15%), but less than or equal to thirty percent (30%); (b) steep slopes greater than thirty percent (30%) but less than or equal to forty percent (40%); and (c) very steep slopes, greater than forty percent (40%). Properties located on or adjacent to steep slopes or very steep slopes are potentially subject to landslides, rockfalls, debris flows, and high erosion. There is also the potential for damage from wildland fires where the developing foothills meet the undeveloped natural terrain (Urban Interface Wildfire Zone). There are also moderate soil constraints generally located along the Little Cottonwood Creek stream corridor, in the central portion of the City, and along portions of the foothills. The potential for the occurrence of natural hazards is critical in shaping how future development occurs within the City.

NATURAL ENVIRONMENT

Guiding Principles

A balance must be maintained between development on private property, recreational activities, and the natural environment for Cottonwood Heights to continue enjoying a viable and healthy economy and a desirable quality of life. Since our natural environment is interdependent with the larger community surrounding the City, it is also important to work with surrounding communities and landowners (public and private) to ensure that local efforts are successful on a broader scale. Preserving and enhancing the existing natural environment is highly desirable to maintain the quality of life and to remain economically competitive with other communities along the Wasatch Front. It is important to work cooperatively with state and federal governmental agencies to resolve these issues. Environmental considerations must be part of community land use planning, recreational development, and the planning of large-scale developments.

Therefore, the intent of the Natural Environment Element is to recommend methods to preserve, enhance, and protect the natural features and the aesthetic qualities they provide to residents and visitors alike. Such natural features are ridgelines, hillsides, stream corridors, flood plains, and areas with significant vegetation. These are all features that make Cottonwood Heights appealing as a place to visit and live. Success in developing this balance will include efforts to develop:

- innovative, fair and consistent land use regulations;
- protection and restoration of the area's ecosystem;
- ecological awareness and educational outreach; and
- environmental management.

Additionally, the Natural Environment Element is intended to reduce the potential loss of property and life that could occur as a result of natural hazards and disasters. Consequently, the City has developed policies to:

- carefully regulate development in areas prone to natural hazards,
- require studies to define the hazards prior to development, and
- require design features and mitigation to avoid or reduce the damage potentially caused by natural hazards.

9.2 Goals, Objectives, and Policies

Goal 1: Risks to life and property as a result of natural hazards found in the natural environment should be minimized including risks associated with flooding, slope failure, seismic activity, unstable soils and wildfires.

OBJECTIVE: Minimize damage to life and property as a result of flooding.

POLICY: Require floodplain hazard studies for any development or construction in a 100-year floodplain (see Map 9.4) or whenever it will alter the natural drainage patterns of the land in such a way that it could induce flooding. Development in a floodplain shall specifically comply with all applicable Federal Emergency Management Agency regulations.

POLICY: Proposals for new construction or substantial improvements to existing structures within the floodplain hazard area should be designed or modified and anchored to prevent flotation, collapse, or lateral movement of the structure and should be constructed with materials and utility equipment resistant to flood damage.

POLICY: Adequate buffers from development should be provided along Big and Little Cottonwood Creeks to minimize flooding in Cottonwood Heights.

OBJECTIVE: Manage development, minimize damage and hazards, and protect life and property in areas subject to risk seismic activity.

POLICY: Review development proposals located in or immediately adjacent to areas potentially subject to seismically induced liquefaction ("high" or "moderate" liquefaction potential, see Map 9.6) and fault rupture hazard area (within 500 feet of the downthrown side and 250 feet of the upthrown side of the fault, see Map 9.6). Developers shall hire qualified personnel to prepare applicable seismic studies to determine if a significant constraint exists relative to these various issues and to determine appropriate site-specific mitigation. Fault studies should accurately locate all active faults and should recommend safe set-back distances for siting structures. Structures that must pass through the fault zone should either use special design techniques to withstand fault rupture (i.e., natural gas lines) or should have a minor consequence if damaged and be capable of being rapidly repaired and placed back in service (i.e., roads).

POLICY: Follow and enforce the State's Administrative Rule: R156-56-701. Specific Editions of Uniform Building Standards which formally adopts the 2003 edition of the International Building Code (IBC), including Appendix J promulgated by the International Code Council, and amendments adopted under these rules together with standards incorporated into the IBC by reference, including but not limited to, the 2003 edition of the International Energy Conservation Code (IECC) promulgated by the International Code Council and the 2003 edition of the International Residential Code (IRC) promulgated by the International Code Council shall become effective on January 1, 2004. This Code will be used to its maximum extent to preserve the environmental resources and protect life and property from the natural hazards of the city.

POLICY: All new and remodeled structures shall meet or exceed the International Building Code adopted by the State to meet earthquake resistant design standards.

POLICY: Critical facilities (i.e., fire stations, police stations, hospitals) should not be developed until detailed studies addressing seismic hazards are completed.

POLICY: Habitable structures and critical facilities should not be constructed across an active fault (defined as having greater than 4 inches of displacement along one or more traces during Holocene time—about 10,000 years ago to the present).

OBJECTIVE: Manage development, minimize damage and hazards, and protect life and property in areas where unstable soils or slopes are present.

POLICY: Strongly discourage any development or construction on any natural Steep Slopes greater than thirty percent (30%) but less than or equal to forty percent (40%) and prohibit development on very steep slopes, greater than forty percent (40%). Development on steep slopes shall require engineering measures to eliminate the slope instability hazard potential and to protect current and future citizens and landowners from health, safety and welfare concerns.

POLICY: Review development proposals located in or immediately adjacent to areas of steep and very steep slopes (as defined in Section 9.1), landslide hazard areas (areas with a high or moderate potential for landslides as shown in Map 9.5), or rockfall/debris flow deposit areas (as shown in Map 9.5). Developers shall hire qualified personnel to prepare applicable geotechnical studies to

NATURAL ENVIRONMENT

determine if significant slope stability constraints exist and to determine appropriate site-specific mitigation.

POLICY: Prohibit any development on lands which, based on geotechnical studies, are found to be unsuitable for the proposed land use due to unstable soil conditions, where landslide, rockfall and debris hazards are excessive or can't be mitigated in a cost-effective and aesthetically pleasing manner.

POLICY: Develop hillside-grading standards, by ordinance, to minimize the hazards of erosion and slope failure.

POLICY: Ditches, berms, and fences should be constructed under rockfall hazard areas to reduce the damage caused by rockfalls.

POLICY: In areas with a moderate or high potential for landslides (see Map 9.5) where existing structures are located, excavation of the slope should be limited (except as recommended by an engineer), landscape irrigation should be minimized, water and sewer pipes should be maintained to prevent leaking, and drainage should be directed away from unstable slopes to reduce landslide risks.

POLICY: Review development proposals located in or immediately adjacent to areas of soil instability ("moderate" or "severe" soil constraints, see Map 9.8). Developers shall hire qualified personnel to prepare a geotechnical study to determine if significant soil constraints exist and to determine appropriate site-specific mitigation.

POLICY: Require that soils containing toxic or hazardous substances be cleaned up to the satisfaction of the agency having jurisdiction prior to development or redevelopment.

OBJECTIVE: Minimize the risks associated with wildfires along the Urban Interface Wildfire Zone

POLICY: Coordinate minimum fire safety standards between the local fire districts and wild-land fire district to ensure consistent fire safety standards in the City.

POLICY: Incorporate subdivision standards and development requirements in the development codes that minimize the impact of developing in remote and environmentally sensitive parts of Cottonwood Heights, including requirements for water supply for fire fighting purposes, measures for clearing brush and vegetation from the area around the structure, access, infrastructure standards, and other appropriate regulations in high, moderate, and low fire hazard areas.

POLICY: Structures that are constructed in the foothills, within or near the Wildfire Hazard Area (see Map 9.2), should employ design measures to help prevent damage from wildland fires. Exterior wood surfaces (wood roof shingles, wood siding, wood fences) should be avoided. Structures should include a minimum 30-foot buffer around the perimeter of the structure where the vegetation has been modified to reduce the wildfire threat. Structures located on sloped lots should include a larger buffer. Landscaping should be broken up with sidewalks or other nonflammable pathways. New structures should incorporate fire resistant building materials.

Goal 2: Environmental resources of the City should be protected including water quality, wildlife habitat, scenic quality, hillsides, ridgelines, vegetation, and wetlands.

OBJECTIVE: Protect surface and ground water quality from wastewater discharges.

POLICY: All property owners within Cottonwood Heights where a building has been or is being constructed should connect the building to the sewer system. Property with boundaries located more than 300 feet from the sewer connection may construct alternative wastewater systems (i.e., septic tanks) after showing substantial and unusual hardship and an insignificant risk to public health.

POLICY: No septic tanks or other privately owned wastewater disposal systems shall be constructed on property that should be connected to the sewer system. All alternate waste disposal systems shall comply with the Utah State Department of Health Code of Waste Disposal Regulations, Parts IV and V.

POLICY: Cottonwood Heights should undertake a study of existing septic systems in Cottonwood Heights to determine whether there are any violations of environmental policies and standards.

POLICY: Cottonwood Heights should aggressively enforce any violations of City environmental health policies related to inadequate septic systems.

OBJECTIVE: Protect surface and ground water quality from point- and non-point effluent discharges.

POLICY: Any discharges into waters or wetlands of the United States shall comply with applicable state water quality standards and the applicable portions of the Clean Water Act. Map 9.3 Dominant Vegetation indicates the location of known wetlands.

POLICY: Any groundwater discharges shall comply with groundwater protection rules established by the Utah Water Quality Board.

POLICY: New point-source discharges of wastewater shall be prohibited in Big Cottonwood Creek, between Wasatch Boulevard and the headwaters. Projects in the vicinity of Big Cottonwood Creek that would discharge into Big Cottonwood Creek such as, but not limited to, construction of dams or roads, can only be considered where pollution will result only during the actual construction activity, and where best management practices will be employed to minimize pollution effects.

POLICY: Any activities occurring within the Salt Lake City Watershed shall comply with the Salt Lake City-County Health Regulation #14.

POLICY: Development that accelerates the erosion of soil shall require implementation of best management practices and potentially a stormwater protection plan in accordance with Utah Pollutant Discharge Elimination System permit requirements to reduce stream sedimentation.

OBJECTIVE: Protect the environmental and natural resources of the City by requiring development to occur in a fashion and location, which respects sensitive natural lands: wetlands, critical wildlife areas, and vegetation.

POLICY: Work with the Army Corps of Engineers and the Natural Resource Conservation Service to establish "Special Area Management Plans" within Cottonwood Heights as a means to pro-actively work toward the protection of important wetland resources, and to establish mitigation strategies for unavoidable impacts.

NATURAL ENVIRONMENT

POLICY: Prohibit any development in moderate or high quality wetlands as defined by the Clean Water Act and enforced by the US Army Corp of Engineers, unless appropriate mitigation is approved by the jurisdictional governmental agencies.

POLICY: Require the protection of all wetlands, streams, and other waterways and other environmentally sensitive lands from construction impacts and runoff from parking lots, roads and other impervious surfaces.

POLICY: Minimize the impact of major development on USFS wilderness area; any threatened, endangered or sensitive animal species; breeding habitat and birthing areas; and migration corridors.

POLICY: All development in areas where existing native vegetation stands are predominant shall retain the maximum amount of existing vegetation on a site. Areas that shall remain undisturbed shall be designated before construction on any site containing sensitive lands and vegetation. The edge of disturbance areas shall be made to look as natural as possible. Straight-line removal of vegetation is discouraged. Post-construction re-vegetation shall replace native vegetation.

POLICY: Protect the boundaries of the Little Cottonwood Creek Park natural area (north of Crestwood Park) from encroachment of development.

OBJECTIVE: Protect the visual and scenic resources of the City by requiring development to occur in a fashion and location, which respects key viewsheds. The City shall identify key viewsheds from strategic vantage points within and outside of the city.

POLICY: Discourage any development on mountain hillsides and ridgelines that allows a structure to protrude into the sky line, as viewed from key vantage and entry corridor points by establishing a provision in the development code regulating the placement of any structure in these sensitive areas.

POLICY: Clustering of development is one tool to preserve existing trees and vegetation coverage, preserve sensitive environmental areas, reduce hazards from development on steep slopes, preserve habitat, and preserve the natural terrain. Structures built on the foothills are visible to the whole City. Consequently, it is recommended that the architecture, height, building materials, and other design features of new development in the foothills blend with the surrounding natural landscape and be compatible with adjacent properties. Ridgelines are one of the most striking visual features of the foothills. Cottonwood Heights should designate significant ridgelines for protection from development.

9.3 Existing Natural Environment Conditions

Hydrology

Big Cottonwood Creek flows out of Big Cottonwood Canyon and flows in a northwesterly direction along the northwest boundary of the City. Little Cottonwood Creek flows out of Little Cottonwood Canyon and flows in a northwesterly direction along the southern boundary of the City. These creeks are the two key hydrologic features in Cottonwood Heights (see Map 9.4). They carry Wasatch Mountain runoff through the community and eventually to the Jordan River.

Floodplains

The 100-year and 500-year floodplains within the City generally follow the stream corridors for Little and Big Cottonwood Creeks. Floodplains are potentially subject to periodic inundation, which may result in loss of life and property, disruption of commerce and governmental services, extraordinary public expenditures for flood protection and relief, and impairment of the tax base.

Floodplain hazard areas within Cottonwood Heights have been established and identified by FEMA. The boundaries of the floodplain hazard areas are delineated in Map 9.4.

Both Big and Little Cottonwood Creeks have been channelized and culverted along several reaches to reduce the flooding potential and minimize erosion. However, sediment collecting in the stream channels has historically caused flooding problems along both creeks.

Big Cottonwood Creek has been dredged in some places and widened to increase its conveyance capacity. A detention pond in Old Mill Valley was completed in 1983 to help control peak flows. Little Cottonwood Creek has been improved to prevent bank erosion. These measures have substantially reduced flood hazards along the creeks.

Furgeson Canyon and Deaf Smith Canyon also have small intermittent streams; however, these streams do not pose a serious flooding risk.

The East Jordan Canal flows in the northerly direction crossing the extreme western part of the city. This canal is privately owned and maintained.

Water Quality

The health of the community's residents and environment depends on an adequate and safe supply of water. The Utah Water Quality Board (UWQB) is the agency that carries out the regulations, policies, and continuous planning necessary to prevent control or to abate surface and groundwater pollution.

Surface Water Quality Certification by the state is covered under Section 401 of the federal Water Pollution Control Act (1977) (Clean Water Act). This act requires state certification on any resulting discharge into waters and/or wetlands of the United States. These activities include, but are not limited to, the construction or operation of the discharging facilities. Any discharges must comply with applicable state water quality standards and the applicable provisions of the federal Clean Water Act.

The UWQB also adopts and enforces groundwater protection rules. The three main regulatory objectives of the UWQB are to prohibit the reduction of groundwater quality, to prevent groundwater contamination to reduce the need for after-the-fact clean up, and to provide protection based on the differences in existing groundwater qualities. Groundwater protection rules contain a groundwater discharge permitting system that controls activities, which may affect groundwater.

Big Cottonwood Creek (from Wasatch Boulevard to its headwaters) has been designated as an anti-degradation area¹⁷ according to Rule R317-2: Standards of Quality for Waters of the State. This designation is applied to waters of high quality, which have been determined by the UWQB to be of exceptional recreational or ecological significance or have been determined to be a state or national resource requiring protection. These waters are required to be maintained at existing high quality. New point-source discharges of wastewater, treated or otherwise, are prohibited in this segment of Big Cottonwood Creek. Diffuse sources (non-point sources) of wastes are required to be controlled to the extent feasible through implementation of best management practices or regulatory programs. Projects such as—but not limited to—construction of dams or

¹⁷ Further classified as "High Quality Waters—Category 1."

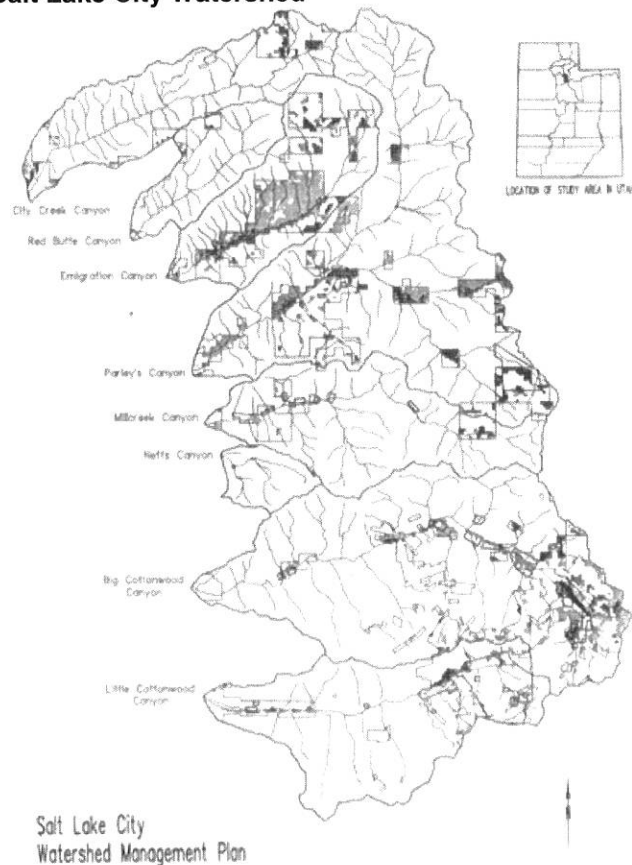
NATURAL ENVIRONMENT

roads can only be considered where pollution will result only during the actual construction activity and where best management practices will be employed to minimize pollution effects.

Little and Big Cottonwood Canyons are located within the Salt Lake City Watershed (see Figure 9.1). Portions of Cottonwood Heights at the mouths of the canyons are also located within the Salt Lake City Watershed. Salt Lake City has extraterritorial jurisdiction for protection of its watershed. All development in Cottonwood Heights that is also located within Salt Lake City's watershed areas requires review by Salt Lake City for compliance with its applicable watershed protection standards. The Salt Lake City watershed protection standards, as defined in Salt Lake City-County Health Regulation #14 (watersheds), prohibit dogs or any other domestic animal without a permit, pollution, operation of vehicles off-road, deposit of human excreta, camping outside of official campgrounds, bathing, swimming, washing, and breaking glass in the watershed. There are also special regulations governing construction, sewage work, livestock operations, underground wastewater systems, and water systems.

Proper treatment of sanitary and sewage within Cottonwood Heights is vitally important in preserving, safeguarding, and improving the public health and environmental health. It is necessary that the disposal of sewage is regulated and that proper disposal is assured in order to protect the public health, safety, and welfare; to prevent nuisances; and to prevent air and water pollution.

Figure 9.1: Salt Lake City Watershed



Soil Instabilities and Hazards

Soil characteristics are important factors in determining what type of development is appropriate for a site. Characteristics to be considered include:

Slope

Slopes generally above 30%¹⁸ are more prone to hillside slippage, particularly when soils that have low values for internal friction and cohesion are present. Hillside slippage can result in major losses to property and life.

Drainage

Soils that have high water runoff potential have low infiltration rates after prolonged wetting, and water that falls on these soils must move to others soils as runoff.

Soils that have high erosion potential are typically located on steep slopes. The steeper the slope, the higher the potential for erosion. Soil erosion not only affects the location where the soil occurs, but can also cause damage to other locations far removed to where the soil is deposited. Erosion can be minimized by ensuring that the soil is covered by vegetation, which holds the soil in place.

Soils with rapid permeability (loamy sands or sandy soils) may allow pollutants or effluents to travel great distances through the soil. These soils are a particular concern in the Little Cottonwood Canyon and Big Cottonwood Canyon areas of the Salt Lake City watershed.

Soils with slow permeability (clay, silty clay, silty loam) have weak structure and lack appreciable amounts of pores. These soils are susceptible to surface flooding during heavy rainfall or snowmelt.

Depth to Water Table

Development can be limited by soils in which the seasonal high water table ranges from 0 feet to 30 feet below ground surface. In these areas, it may be difficult to dig basements or install utilities.

Presence of Expansive Soils

These soils expand when wet and contract when dry. This volume change can cause enough pressure to crack foundations and cause substantial damage in improperly designed or constructed structures. Adherence to the International Building Code ensures that risks associated with expansive soils can be reduced.

Presence of Strong Alkali Soils

Soils that have a strong salt or alkali content cause the rapid deterioration of concrete and metals. Adherence to the International Building Code ensures that risks associated with expansive soils can be reduced.

Cottonwood Heights has many types of soils (shown in Map 9.9). Table 9.1 shows the development constraints of each of the soil types in the City. Sites with one soil constraint are generally considered suitable for development. Sites with two or three overlapping constraints are generally considered moderately suitable for development. Soils with four or more overlapping constraints are generally considered least suitable for development (see Map 9.8). Most of Cottonwood Heights is considered suitable for development. In the areas where soils pose "moderate" constraints, development should occur only after careful planning and engineering. In the locations with "severe" soil constraints, development should only occur after special engineering to mitigate problems and make development feasible. Soils with "severe" development constraints are typically impractical for supporting building foundations or roads.

¹⁸ The "safe" gradient for slope depends on the nature of the material; 30% slope is a very rough general planning guideline. Site specific geotechnical studies, as required for development on slopes greater than 30%, shall determine the hillside slippage potential.

NATURAL ENVIRONMENT

Table 9.1: Soil Constraints to Development

Soil Symbol	0 to 30" Waterable Depth	Rock Outcrop	0 to 20" Bedrock Depth	High Shrink Swell Potential	Very High or High Erosion Potential	Strong Salt or Alkali	Very Rapid or Rapid Permeability	Impermeable, Very Slow, or Slow Permeability	High Water Runoff Potential	Susceptible to Hillside Slippage	Number of Overlapping Constraints
AGG			X		X				X		3
AVE		X	X		X				X		4
BAG					X						1
BbG					X						1
BCG		X	X		X		X		X		5
BCH		X	X		X		X		X		5
BDG					X						1
BEG			X		X				X		3
BFF					X						1
BgA											0
BhA											0
BhB											0
BhC											0
BJG					X						1
BJE											0
BkC											0
BIB				X				X			2
BoB				X		X		X			3
BpA				X				X			2
BpB				X				X			2
BrB	X					X		X			3
BsA	X							X			2
BsB	X					X		X			3
Bt					X		X				2
BuE											0
BVF			X						X		2
BWH		X			X						2
CA				X	X			X	X		4
CaC	X						X		X		3
CaE	X						X		X		3
Cb	X								X		2
Ck	X					X			X		3
Cl	X					X	X		X		4
DAG					X						1
DBG					X		X				2
DCG				X	X			X		Ex	Ex
De				X		X		X			3
Df				X				X			2
DGG				X	X			X		Ex	Ex
Soil Symbol	0 to 30" Waterable Depth	Rock Outcrop	0 to 20" Bedrock Depth	High Shrink Swell Potential	Very High or High Erosion Potential	Strong Salt or Alkali	Very Rapid or Rapid Permeability	Impermeable, Very Slow, or Slow Permeability	High Water Runoff Potential	Susceptible to Hillside Slippage	Number of Overlapping Constraints
KdB											0
KdC											0
KfA											0
KfB											0
KnA								X			1
KoB								X			1
KoC								X			1
KrA								X			1
KsF2								X			1
LaA											0
LaC											0
LbC											0
LcA						X		X	X		3
LdA						X		X	X		3
LdB						X		X	X		3
LeE											0
LeF						X					1
LeG						X					1
LEH		X				X					2
FfD											0
Lk						X		X	X		3
Lo											0
LSG						X					1
Ma						X					1
Mc	X				X			X	X		4
Mg	X				X			X	X		4
Mo					X		X				2
Mu	X					X					2
NbE						X					1
NbG						X					1
NeD											0
NJH						X					1
NVG						X					1
NZC	X										1
NZD	X										2
OJD											0
OJE						X					1
OJG						X					1
OLG						X					1

Table 9.1: Soil Constraints to Development

Soil Symbol	0 to 30" Watertable Depth	Rock Outcrop	0 to 20" Bedrock Depth	High Shrink Swell Potential	Very High or High Erosion Potential	Strong Salt or Alkali	Very Rapid or Rapid Permeability	Impermeable, Very Slow, or Slow Permeability	High Water Runoff Potential	Susceptible to Hillside Slippage	Number of Overlapping Constraints
DhG				X		X					2
Dk				X	X		X				3
DPD				X						Ex	Ex
DPE				X	X					Ex	Ex
Dr											0
DRD				X						Ex	Ex
Du											
EMG			X	X							3
FCG				X							1
FHD											0
FHG				X							1
FJG				X		X					2
FOG	X	X		X				X			4
FZE	X			X		X					3
FZG	X			X		X					3
GEG				X							1
GGG				X				X			2
Gp				X							1
GO				X							1
HaB											0
HaC											0
HbA					X		X				2
HcB					X		X				2
HDF				X			X			Ex	Ex
HcB					X						1
HfC											0
HGG				X	X			X	X	Ex	Ex
HHF				X				X		Ex	Ex
HHD				X				X		Ex	Ex
HJD				X				X			2
HKF				X				X		Ex	Ex
HJA											0
HJB											0
HJC											0
hmE				X	X			X		Ex	Ex
HMF				X				X		Ex	Ex
HoG					X						1
HtF2					X			X			2
HWF											0

Soil Symbol	0 to 30" Watertable Depth	Rock Outcrop	0 to 20" Bedrock Depth	High Shrink Swell Potential	Very High or High Erosion Potential	Strong Salt or Alkali	Very Rapid or Rapid Permeability	Impermeable, Very Slow, or Slow Permeability	High Water Runoff Potential	Susceptible to Hillside Slippage	Number of Overlapping Constraints
ORG					X		X				2
PaA											0
PBE					X						1
PBG					X						1
PCG			X	X	X			X			4
PeA											0
PeB											0
PfC							X				1
PgB											0
PhB											0
PLG					X						1
PrD					X		X				2
PrF					X		X				2
PsB					X		X				2
PTG			X		X				X		3
PUE		X			X		X				3
PUM		X			X		X				3
PWG			X	X	X			X		X	5
Re											0
RO		X						X	X		3
RVH		X			X						2
Sa	X					X		X	X		4
SC					X						1
Sd	X				X	X	X				4
Se					X						1
SMG			X		X				X		3
SO					X						1
SP					X						1
St	X										1
TaA								X			1
TaB								X			1
TaC								X			1
TbB								X			1
Te				X		X		X	X		4
TtA											0
TtC											0
TuB											0
Tv				X		X		X	X		4
VGG			X		X				X		3

NATURAL ENVIRONMENT

Table 9.1: Soil Constraints to Development

Soil Symbol	0 to 30" Waterable Depth Rock Outcrop	0 to 20" Bedrock Depth	High Shrink Swell Potential	Very High or High Erosion Potential	Strong Salt or Alkali	Very Rapid or Rapid Permeability	Impermeable, Very Slow, or Slow Permeability	High Water Runoff Potential	Susceptible to Hillside Slippage	Number of Overlapping Constraints	Soil Symbol	0 to 30" Waterable Depth Rock Outcrop	0 to 20" Bedrock Depth	High Shrink Swell Potential	Very High or High Erosion Potential	Strong Salt or Alkali	Very Rapid or Rapid Permeability	Impermeable, Very Slow, or Slow Permeability	High Water Runoff Potential	Susceptible to Hillside Slippage	Number of Overlapping Constraints
HXF		X		X				X		3	VRG	X	X		X				X		4
HYG				X						1	WAG		X		X				X		3
Ir	X				X					2	WgD						X				1
Jo			X		X		X	X		4	WgE						X				1
KaB										0	WmA										0
KaC										0	WmB										0
KBG				X		X				2	ZWH	X	X		X				X		4
KdA										0											

Ex. Exclusion area. Constraints generally cannot be mitigated.

Source: U.S. Department of Agriculture, Soil Conservation Service, Soil Survey for Salt Lake area, Utah, April 1974.

Slope Instabilities and Hazards

The steep foothill slopes above Wasatch Boulevard and in other locations in the community (see Map 9.4) are potentially susceptible to landslides, rockfalls, and debris flow events that can result in serious damage to property and life. Development on steep slopes (above 30%) can result in degradation of fragile soils and water quality through increased erosion.

Landslides

Landslides occur when gravitational forces exceed the strength of material in a slope. In terms of geologic time, landslides tend to produce a stable landscape, but in the short term, landslides can be a significant concern to structures. Landslides most often occur as groundwater builds up in a slope due to rain, snowmelt, or landscape irrigation. This water increases the weight of the material in the slope, increases the pore pressure, hydrates and expands clay minerals, dissolves minerals that may hold particles together, and decreases the strength of the material, all of which weaken the slope. Steepening of a slope or removal of support at the toe by stream erosion or excavation also decreases slope stability. Stress increases in a slope that is loaded with embankments, fills, buildings, or waste dumps, particularly when loads are near the top of the slope. Also, the pore pressure from groundwater in a slope increases during vibration of large machines or earthquakes. Rapid changes of water level in reservoirs or streams also may trigger landslides along shorelines or stream banks. Landslides that have not moved for years commonly reactivate if groundwater levels change dramatically, particularly when water penetrates old ground cracks, or construction activity creates slope modification that reduces stability. Landslides in Utah typically move during the months of March, April, and May during the winter snowmelt and runoff.

Areas that are generally prone to landslides include existing landslide areas, steep natural slopes (especially in weak geologic materials), steep construction-related cut or fill slopes, areas at the mouth or canyons, developed hillsides where septic tank soil absorption systems are used and landscapes are irrigated, and below cliffs or hills with outcrops or fractured rock. Much of Cottonwood Heights is classified as having a low potential for landslides. However, steep slopes in the eastern portion of the city have a moderate to high potential for landslides (see Map 9.5).

Debris Flows

Debris flows may be generated when hillside colluvium or landslide material becomes rapidly saturated with water and flows into a channel. Intense rainfall, rapid snowmelt, or high levels of groundwater flowing through fractured bedrock triggers the movement. Debris flows and floods also occur when heavy rains on slopes cause extensive hillside erosion and channel scour.

Repeated debris flows and/or floods deposit sediment at the mouth of a canyon, forming an alluvial fan. The fan shape is a result of periodic diversion of the main channel back and forth across the fan. Flows may travel farther down the fan from the mouth of the canyon if the channel becomes entrenched and the flow is confined. Alluvial fans are risky places for homes because it is difficult to predict where flooding or debris flows will occur.

Debris flows may start as shallow landslides on colluvial slopes that are steeper than approximately 50% as a result of intense thunderstorm precipitation or rapid infiltration of snowpack melt. Debris flows associated with intense thunderstorm rainfall typically occur in July.

Rockfalls

Rockfalls are a natural process of cliff and hillside erosion. They consist of large rock fragments from a cliff or boulders from a slope that bounce, roll, and slide down a hillside and come to rest in a "runout" zone at or near its base. Many different processes cause rocks to become unstable and fall, including gradual weathering and erosion, tree-root growth, and weakening of supporting rock by saturation from groundwater. Excavation for a road cut or building may weaken bedrock support. Rockfalls are commonly triggered by earthquake ground shaking, rapid snowmelt, wide diurnal temperature changes, and intense storms.

Rockfalls can occur any time of the year, but are most frequent in the spring when there is a repeated freezing and thawing of water in the rock joints. After dislodging from the outcrop, the rockfall blocks travel rapidly downslope generally in a relatively straight line by a series of leaps and bounces.

Seismic Instabilities and Hazards

Ground Shaking

Cottonwood Heights is located near the center of the Intermountain Seismic Belt (ISB), a broad band of seismic activity extending from near Las Vegas, Nevada, to north into Yellowstone and Montana. Within the ISB, there are many active faults, including the Wasatch fault, that are capable of generating large-magnitude earthquakes. Damaging waves from large earthquakes are capable of traveling long distances. However, seismic waves diminish over large distances; therefore, the most damaging seismic shaking would likely be a result of an earthquake along the Wasatch fault. On average, the recurrence interval of major seismic events on the Wasatch fault is approximately 444 years. The last major seismic event occurred near Nephi 300 to 500 years ago. This suggests that another major seismic event along the Wasatch fault is expected and could occur at any time.

The most effective way to reduce damage from seismic shaking is to build structures in accordance with the current International Building Code (IBC). All new construction in Cottonwood Heights is required to comply with the current IBC. Older unreinforced masonry buildings are likely to experience the most damage in a seismic event.

Liquefaction

Liquefaction is a common earthquake hazard related to ground shaking that accompanies earthquakes, typically magnitude 5.0 or greater. The term "liquefaction" refers to the actual physical change that occurs when certain soils are shaken and transformed from solid ground capable of supporting a structure to a quicksand-like liquid that has a greatly reduced ability to bear the weight of a building.

NATURAL ENVIRONMENT

There are three critical factors that must be present for sediments to be prone to liquefaction. The sediment must be saturated with groundwater, composed of sand or silt-sized particles, and compacted fairly loosely.

Liquefaction poses a real, identifiable hazard to structures built along the ground or buried beneath the surface. Damage to buildings caused by liquefaction can result in structural collapse and loss of life or injuries. The risk of liquefaction-related damage can be addressed through appropriate engineering design of structures.

The majority of Cottonwood Heights is located in an area where the probability of liquefaction occurring is very low. Soils moderately prone to liquefaction in Cottonwood Heights are found primarily along tributary stream channels (i.e., Little and Big Cottonwood Creeks). (See Map 9.6.¹⁹) Table 9.2 shows the probability of liquefaction occurring in a 100-year period for each classification shown in Map 9.6.

Table 9.2	
Liquefaction Potential Rating System	
Liquefaction	Approximate Probability
High	> 50%
Moderate	10% - 50%
Low	5% - 10%
Very Low	<5%

Source: Salt Lake County Public Works Department, Liquefaction: A Guide to Land Use Planning, 1985-1992.

A site-specific liquefaction report should be prepared based on the land-use/liquefaction potential matrix shown in Table 9.3.

Table 9.3		
Is a Liquefaction Report Required?		
Proposed Land Use (Type of Facility)	High and Moderate Liquefaction Potential	Low and Very Low Liquefaction Potential
Critical Facilities (Essential hazardous facilities and special occupancy structures)	Yes	Yes
Industrial and Commercial Buildings (>2 stories or >5,000 square feet)	Yes	No
Multi-Family Residences (4 or more units/acre) and All Other Industrial and Commercial buildings	Yes	No
Residential Subdivisions, Single Lots, and Multi-Family Dwellings (less than 4 units/acre)	No*	No
* Although no special study is required, disclosure is required.		

Source: Salt Lake County Public Works Department, Liquefaction: A Guide to Land Use Planning, 1985-1992.

¹⁹ This map is based on a regional-scale investigation of the Salt Lake Valley and not every parcel in the county was sampled. Therefore, while the map serves as a good reference tool for pointing out areas that warrant further investigation prior to building, the liquefaction potential at a specific site may be different than what is shown on the map.

Surface Fault Rupture

The eastern portion of Cottonwood Heights is located within the active Wasatch fault Zone, which is subject to surface fault rupture. Surface fault rupture is fault-related offset or displacement that may occur due to an earthquake. If a fault were to break the ground surface beneath a building, significant damage could occur, perhaps resulting in injuries or loss of life.

Investigations of the Wasatch fault by Black and others (1996) concluded that this fault has a late-Holocene average recurrence interval of surface faulting earthquakes of 1,350 (± 200) years, with the last major event approximately 1,300 years before the present. An earthquake along the Salt Lake City segment of the Wasatch fault could result in as much as 8 feet of displacement of the ground surface. Habitable structures and critical facilities should not be constructed across an active fault, which is defined as having greater than 4 inches of displacement along one or more traces during Holocene time (about 10,000 years before the present). It is generally less expensive to set a structure back from the fault than to design a structure to withstand the serious damage that significant surface fault rupture can cause. Because fault rupture tends to recur along existing fault traces, placing structures a safe distance from the nearest fault minimizes the threat of life loss, injury, and structural damage. The safe distance for setbacks should be determined as part of a site-specific fault investigation. Fault setbacks can also provide the community with an opportunity to integrate greenbelts/open space and recreation areas into the Wasatch Foothills. A site-specific fault investigation should be conducted prior to approval of any land use at sites that lie within a fault study area (see Map 9.6). The fault study area shown in Map 9.5 is 500 feet wide on the downthrown side and 250 feet wide on the upthrown side of the fault (in accordance with the Utah Geological Survey's Guidelines for Evaluating Surface-Fault-Rupture Hazards in Utah).

Biological Resources

Wildfires

The areas in Cottonwood Heights that could experience the most significant amount of destruction due to a wildland fire include the foothills of the Wasatch Mountains, especially where the residential areas meet the natural undeveloped vegetation (Urban Interface Wildfire Zone), see Map 9.2. Vegetation in these areas is typically comprised of sagebrush, mountain brush, and pinyon and juniper trees. Sagebrush and mountain brush catch fire relatively easily and burn hot and fast. Pinyon and juniper trees do not catch fire as easily, but will burn during prime burning conditions (hot, dry, and windy). Wildfires pose immediate danger to life and property, and longer-term threats associated with flooding, landslides, and erosion after the vegetation on hillsides has been burned and is no longer capable of holding soils in place. In Cottonwood Heights, wildland fires are most likely to occur during the summer months (May through October) in areas affected by drought and/or in areas that are heavily overgrown with dry brush and debris. Wildland fires burn faster upslope because the fuels are closest to the flames. Fires are more likely to occur on west- and south-facing slopes because the sun dries out the fuels. Fire protection on the border of developed areas and undeveloped wildlands is difficult because tactics used for wildland-fire suppression cannot be used for structure protection and suppression.

Wetlands

To be classified as a wetland, an area must have a specific combination of soils, plants, and presence of water. The soil in a wetland must be hydric, or saturated with water, for at least part of the growing season. Plants found in wetlands are called hydrophytic. They have adaptations that allow them to live in a water-saturated environment where oxygen is hard to obtain. Water in a wetland can come from many places, including rain, groundwater, surface water runoff or floodwaters. Water in a wetland does not need to be above the surface all the time; it only needs to be there part of the year. The type of wetland that develops (wet lake margins, wet meadows, ponds, etc.) depends on when the water is present, elevation, site topography, and other factors. Potential wetlands within Cottonwood Heights are shown in Map 9.4. Activities that would disrupt wetland habitats should be avoided, where feasible. The biggest threats to wetlands include: filling of wetlands for development and pollution from runoff.

NATURAL ENVIRONMENT

Habitat

Cottonwood Heights is a densely developed community. Undeveloped areas are scattered throughout the community and are typically too small to provide critical habitat for special designation species. The Little Cottonwood Creek and Big Cottonwood Creek stream corridors and the undeveloped foothills of the Wasatch Mountains provide the most high quality habitat within Cottonwood Heights. Wasatch-Cache National Forest is located east of Cottonwood Heights. According to the Revised Forest Plan for Wasatch-Cache National Forest, a large portion of the adjacent forest is designated National Wilderness Area, where the use of motorized vehicles is prohibited. The national forest provides habitat for several threatened and endangered species and is a regionally significant wildlife corridor.

Cottonwood Heights is located within the United States Geological Survey Draper Quadrangle. Table 9.4 lists all of the threatened, endangered, and sensitive animal species that may occur in this quadrangle. These species have special state and federal protection and should not be disturbed by human activities.

Table 9.4				
Draper Quadrangle Threatened, Endangered, and Sensitive Animal Species Occurrences				
Scientific Name	Common Name	State Status	Federal Status	Date Observed
<i>Haliaeetus leucocephalus</i>	Bald Eagle	Federally Listed Threatened Species	Listed Threatened Species	1928-04-01
<i>Oncorhynchus clarki utah</i>	Bonneville Cutthroat Trout	Conservation Agreement Species	Not Listed	1981, 1998
<i>Corynorhinus townsendii</i>	Townsend's Big-eared Bat	Species of Concern	Not Listed	1951-05-18, 1998
<i>Centrocercus urophasianus</i>	Greater Sage-grouse	Species of Concern	Not Listed	1932-07-04
<i>Coccyzus americanus</i>	Yellow-billed Cuckoo	Federal Candidate Species	Candidate Species	1942-PRE
<i>Asio flammeus</i>	Short-eared Owl	Species of Concern	Not Listed	1999-06-24
<i>Notichthys phlegenthontis</i>	Least Chub	Conservation Agreement Species	Not Listed	1953
<i>Margaritifera falcata</i>	Western Pearlshell	Species of Concern	Not Listed	1929-PRE

Source: State of Utah Natural Resources Division of Wildlife Resources, Utah Conservation Data Center, 2005

Agricultural Land

Cottonwood Heights does not contain any prime farmland. There are several parcels of land that are used for pasture or that are idle agricultural properties (see Map 9.3). These parcels are relatively small and isolated and do not have high value for agricultural purposes.

Aesthetics

The most significant aesthetic resource in Cottonwood Heights is views of and from the Wasatch mountain foothills. It is important to preserve the visual and aesthetic qualities of the foothills, including prominent ridgelines and existing vegetation, which are vital to the attractiveness and economic viability of the City. Ridgelines are one of the most striking visual features of the foothills.

9.4 Tools and Implementation Strategies

- Stronger ordinances for land development, home construction and other land uses in sensitive areas including regulations on roads, housing, commercial, recreation, and trails:

- Construction Mitigation Plans for all construction in environmentally sensitive areas.
- Prohibitions and/or controls on graded or filled slopes, benching and terracing, streets and roads on steep or very steep slopes, retaining walls, landscaping and re-vegetation, private development design standards.
- Foot hill maintenance for wildfire, rock slide, mudslide, avalanche and re-vegetation
- Maintain large lot zoning on foothill areas
- TDRs, PDRs
- Clustering
- Consistency doctrine to practice linkage between the General Plan and development code and ordinances
- Partnerships with lands trusts and conservation groups
- Inter-local agreements with US Forest Service and adjacent cities and the county to jointly protect sensitive natural environmental areas.
- Develop a Sensitive Lands Overlay Zone covering areas of the City with environmental or aesthetic concerns. This Ordinance or Chapter of the land development code would use a sensitive lands determination process. The purpose of this ordinance or chapter would be to require dedicated open space in aesthetically and environmentally sensitive areas, encourage preservation of large expanses of open space and wildlife habitat, cluster development while allowing a reasonable use of property, prohibit development on ridge line areas, steep slopes, and wetlands; and protect and preserve environmentally sensitive areas.

This process would begin upon submission of a development application (to be defined in the new ordinance or chapter). These developments must identify the property's sensitive environmental and aesthetic areas such as steep slopes, ridgeline areas, wetlands, stream corridors, and wildlife habitat areas. The required analysis would include: slope/topographic map, ridgeline areas, vegetative cover, designated entry corridors and vantage points, wetlands, stream corridors, wildlife and habitat areas, visual assessment, soil investigation, geotechnical report, fire protection report, hydrological report, and wetland/stream corridor resource evaluation.

Upon receipt of a complete application, the staff would review the required analysis conducted by competent professionals and render a sensitive areas determination. This determination would determine if the application of the natural environmental overlay applies to these environmentally sensitive areas. The staff would then guide the applicant through a site development suitability review and assist the applicant in determining those areas appropriate for development. The City recognizes the need for hardship relief if the applicant demonstrates that the regulations would deny all reasonable use of the property. The Planning Commission would be able to modify application of these regulations to provide the applicant reasonable use of the property.

- The City, through a Sensitive Lands Overlay Zone, will implement slope protection, ridgeline protection, wetlands and stream protection, wildfire protection, seismic and other natural hazards zone protection, and wildlife and habitat areas protection.

9.5 Citizen Comments

During this General Planning process a significant effort was placed on encouraging public participation and involvement in development of the plan. A series of six public workshops were

NATURAL ENVIRONMENT

held to solicit input from the public on which topics should be included in the General Plan. Hundreds of citizens participated in these workshops, providing written and graphic comments concerning the future of the city. A separate workshop was organized specifically for business owners in the city. Data collected from these workshops was compiled into a series of maps and written documents.

Citizens were asked at these workshops to help identify goals and issues to be considered in the General Plan process. Comments gathered through these workshops and through an unscientific survey served as a "wish list" for Cottonwood Heights that did not consider financial, political, or physical feasibility.

The key issues identified in community workshops for the natural environment are:

1. Hydrology and Water Quality
 - a. Protecting Big and Little Cottonwood Creeks stream corridors.
 - b. Keeping the Old Mill Area, retention ponds, and creek natural.
2. Soil Instabilities and Hazards
 - a. Reducing erosion in the foothills
 - b. Restrict hillside development
 - c. Restricting development on the mountain southeast of the gravel pit.
3. Seismic Hazards
 - a. Surface fault rupture
 - b. Groundshaking
 - c. Liquefaction and other types of seismically induced ground failure
 - d. Seismically induced landsliding
4. Biological Resources
 - a. Revegetating the hillsides.
 - b. Keeping Wasatch-Cache National Forest undeveloped.
 - c. Preserving the agriculture and open spaces around Danish Road and Wasatch Boulevard.
 - d. Protecting wildlife habitat.
5. Aesthetics
 - a. Protecting the hillside at Mill Hollow Park.
 - b. Protecting lands north of Mountain View Memorial Estates.
 - c. Protecting the hillsides southeast of Willow Creek Country Club and north of water treatment plant.
 - d. Preserving the integrity of the canyons and canyon entrances with as little development as possible.
 - e. Protecting and preserving the Little Cottonwood Creek park north of Crestwood Park.

Appendix A



Open Space Preservation Tools

A variety of regulatory and land use tools are available to help the city achieve its parks and open space preservation goals. These tools have been used successfully in a number of other communities along the Wasatch Front and across the nation. However, every tool may not be applicable in every situation. Cottonwood Heights should evaluate the following tools to determine whether they may be of assistance in setting aside additional land for parks or open space.

Parks and Open Space Master Plan:

The Cottonwood Heights community has expressed interest in acquiring additional parks and open spaces within the city. A Parks and Open Space Master Plan could serve as a guiding tool for the city as future developments are proposed, schools close or are built, or as open spaces are annexed. A Parks and Open Space Master Plan would provide the city with an inventory of the existing park and open space opportunities within the city, assist in identifying areas of the city in need of more open spaces or parks, and assist in identifying existing open space preservation priorities for the city.

Sensitive Lands Ordinance and Overlay Zone:

Cottonwood Heights' residents have expressed that they would like to preserve existing open spaces. One tool that the city should consider is a sensitive lands ordinance. If implemented, this ordinance could be used to guide development within sensitive lands in a manner that appropriately addresses any environmental constraints of the land and the community's desire to preserve open spaces.

This ordinance could require clustered development or consideration of other tools such as a transfer of development rights program to ensure that as much of the remaining open spaces within the city is preserved as possible. A sensitive lands overlay zone would work in tandem with this ordinance to identify the areas that have sensitive lands characteristics or environmental constraints.

Hillside/Ridgeline Protection Ordinance:

The community has indicated that it is interested in preserving the view corridors into and out of the city. A hillside protection ordinance is a tool for ensuring that the visual qualities of hillsides and ridgelines are preserved. This type of ordinance can be used to limit development on ridgelines and hillsides that are highly visible from key vantage points within the city. Protection of the visual quality of Cottonwood Heights is also addressed in the Natural Environment section of this General Plan (see Chapter IX.).

Large Lot Zoning or Density Reduction:

Zoning of identified preservation areas can be modified to require large lot sizes (e.g. five to 10 acres) that will presumably conserve substantial amounts of the open space. However, such regulations run the risk of being considered down zoning and may not be popular with landowners, or may be politically challenging. And, although large lot zoning does reduce the number of homes that can be built, it also can spread out homes in such a way that limits the ability of the remaining land to be used for recreation or wildlife habitat. It is best used in

APPENDIX A

conjunction with cluster development or cluster zoning to preserve as much contiguous open space as possible for recreation, aesthetics and wildlife habitat.

Performance Zoning:

Performance based zoning requires developers to show evidence that they can meet regulations (a specified level of performance) prior to the approval of their project. One common performance zoning measure is the requirement to maintain minimum open space ratios in a development. Developers could be awarded points for going above and beyond what is required by the city. For example, points could be awarded to developers for not impacting and/or leaving an open space intact. These points could translate to density bonuses, which may be used on or off site.

Cluster Development:

Cluster development requirements are often part of a performance-zoning program (as described above). Cluster development is a strategy to maximize the amount of open space within a development plan. Development is clustered in less sensitive areas rather than evenly spread out at a lower density. The cluster development strategy can also involve providing density bonuses to developers in exchange for not building in sensitive areas. By granting density bonuses to developers, they can achieve a profitable development level without having to build in sensitive areas. Through clustering, an undeveloped preserve is created that may be jointly owned by the homeowners, or sold as a very large tract to a single owner. Usually this remaining open space is placed under a conservation easement. Such easements are usually assigned to non-profit such as an open space preservation organization or a local government entity. A third party holding prevents the easement from being removed without appropriate approval. The easement prevents further subdivision or construction. Conservation easements are discussed in a following section.

Exactions, Dedications, and Impact Fees:

Exactions may provide alternatives for local governments strained by the impacts of growth. Where new development creates a need for increased public services and infrastructure, such as park space, this proactive approach is intended to ensure that the new development pays for the needed increase in level of service. When used for open space acquisition a developer is typically required to leave a certain percentage of land undeveloped. Exactions are best used in conjunction with a flexible zoning code that allows for planned unit developments and clustering.

Impact fees are another option for local communities. Typically the fee is charged to developers for the purpose of financing increased facility needs or improvements. Capital improvement or project improvements that qualify for funding generation by impact fees include parks, recreation facilities, open space and trails.

Transfer of Development Rights:

Transfer of development rights (TDR) is a land use management tool designed to direct development away from areas that a municipality wants to preserve (i.e. wetlands, hillsides, agricultural land, etc.) to locations that are more appropriate for development. Land to be preserved is designated as a sending area, while developable land is reserved as a receiving area. Under a TDR system, sending area landowners are allowed to transfer or sell their right to develop for fair market value to owners of receiving area properties. This sale or transfer allows the receiving site developer to build a project with increased density in the receiving zone. This can be a useful tool for farmland owners who wish to maintain their operation, property and lifestyle but are finding it increasingly difficult because of increase property values and taxes.

The concept of TDR is based on the assumption that title to real estate is actually a bundle of individual rights, which may be isolated and transferred to someone else (as is the case with water rights). One of the components of this bundle of rights is the right to develop land. After the original owner sells his development rights, he/she still retains whatever rights have not been transferred away.

TDR offers communities an alternative to expensive acquisition or more restrictive regulations. TDR is a new option, in a sense, a new property right that can be sold in a private market transaction with another property owner. Few programs seem to offer so much for so little—the community retains the critical resource without the acquisition costs, the property owner receives compensation in addition to property tax relief, and a developer can achieve a variety of densities generally not available within the community.

Specific state enabling legislation is not required prior to the utilization of a TDR program. However, this practice can only work within the right economic environment, and with careful analysis and designation of sending and receiving areas. Although not widely practiced in Utah, this technique is quickly gaining popularity since a TDR program has the ability to bring a large amount of open space into public ownership for preservation without a corresponding significant cost to the city.

West Valley city, Mapleton, and Summit County are local examples of successful TDR programs. Davis and Cache Counties are exploring the use of TDR to create public open space by offering additional density incentives to dedicate the reserved land as permanent, publicly accessible open space.

Appendix B



Trail and Open Space Funding Sources

Funding the development of urban trails can come from a number of sources, and often a combination of those sources. Funding sources range from private individuals and non-profit organizations, to city financing options, to state and federal funding programs.

Purchase Mechanisms

Purchase of Development Rights

Another way to preserve open space for public interest is for local and state governments to purchase of development rights (PDR). Purchase of development rights does not result in purchase of title fee simple. Rather, the rights to all future development are acquired, while the original landowner retains all other rights to the property. PDRs are voluntary programs. The advantage to the landowners is the devaluation of the land, and consequently reduced property taxes. The use of this technique is rare in Utah.

Fee Simple Acquisition

Outright purchase of property is a simple and certain approach to ensure protection of open spaces. However, this can be very expensive depending on property values. Additionally, to achieve acquisition without condemnations, a community must rely on willing sellers. The city will need to evaluate the use of municipal bonding and other public funding mechanisms to purchase open space and parks.

Conservation Easements

Conservation easements are another tool for protecting land from development. As the PDR and TDR programs work, conservation easements also remove the development rights from a property. Under a conservation easement however, the development rights are held by a third party and cannot be applied to a separate piece of land. These development rights are often held by a land trust or a local governmental entity. The original landowner retains all other rights associated with landownership, but has given up the right to develop the land. Conservation easements can be purchased by a third party or donated by the landowner. One notable feature of giving up the development rights to a parcel of land is that the landowner receives a significant tax benefit. By stripping the development rights away from a parcel, the value of the property has been decreased, and therefore the property taxes are correspondingly decreased.

Purchase and Sellback/Leaseback

Under this technique, governmental entities purchase a piece of land along with all of the rights inherent in full ownership. They then sell the same piece of property without certain development rights, depending on the preservation objective relative to that parcel of land. The restrictions placed on development can range from no development to, for example, limiting the heights of the structures built in the area. Purchase and leaseback is essentially the same idea, but the land is leased with restrictions in place rather than sold.

Funding Sources

The city may consider, if additional park, open space, or trail lands are desirable, establishing a funding structure or mechanism for acquiring undeveloped and/or vacant land for use as parks and open space.

- Private funding possibilities
- City funding mechanisms
- County General Fund
- Special Taxing district (Such as the Cottonwood Heights Parks & Recreation Service Area)
- Collaboration with School Districts
- State programs
- Federal Programs

Private Funding

Private Donations:

Private donations have been used in many instances for the development and construction of recreational facilities. Public donors will be most attracted to higher profile facilities such as swimming pools, recreation centers, or cultural centers and generally require aggressive promotion and management by the city or other agencies.

Private and Public Partnerships:

Cities and private developers may cooperate on a facility that serves the public, yet is also attractive to a developer. These partnerships can be effective funding methods for special use sports facilities like baseball complexes or soccer complexes; but are not as effective in developing neighborhood or community parks that provide facilities such as playground, informal playing field, and other passive recreation opportunities.

Land Trusts and Nonprofit Organizations:

Private land trusts are nongovernmental, private, nonprofit, charitable organizations. The National Land Trust Census has defined a land trust as a “nonprofit organization that, as part or all of its mission, actively works to conserve land by undertaking or assisting direct land transactions—primarily the purchase or acceptance of donations of land or conservation easements.” While land trusts use a variety of methods to protect land, two of the most commonly used are the purchase of or acceptance of donated lands and the purchase of or acceptance of donated conservation easements. Some land trusts acquire land and then convey it to another nonprofit organization or a governmental agency for permanent protection and stewardship. Perhaps the most significant benefit of private land trusts is their flexibility to create partnerships between individual landowners, governmental agencies, and other private organizations to enable preservation.

City Funding – General Fund or Bonding

Mill Levy Increases:

Many times, this is one of the most effective ways to generate a substantial amount of money for parks, trails, or open space. Mill levy increases allow money to be levied over a long period of time, but it can be difficult to reach community consensus on a tax increase.

Recreation Bonds:

Bonds are usually made by a special investment company and sold to the public at current market prices with a guaranteed rate of interest. The funds generated are used to buy and/or

APPENDIX B

build recreation facilities. The city then has to repay the bond at a prescribed interest rate over a predetermined period of time. Bonds are most effective for large construction projects.

Special Improvement Districts:

Residents within these districts (or areas) are assessed additional taxes above the regular mill levy expressly for the development and maintenance of public facilities and recreational projects in a specific area of the city. The idea is to have local users pay more for services that directly affect them.

User Fees:

User fees can generate small to large amounts of revenue depending on the activity. Most of the facilities that charge user fees are special use recreation facilities such as golf courses, swimming pools and recreation centers. Many communities charge leagues and sports organization to use public facilities in order to recover some of the costs of upkeep and maintenance.

County, State, and Federal Programs

Community Development Block Grants (CDBG):

The primary statutory objective of the CDBG program is to develop viable communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for persons of low- and moderate-income. The State must ensure that at least 70 percent of its CDBG grant funds are used for activities that benefit low- and moderate-income persons over a one-, two-, or three-year time period selected by the State. Sometimes these grants can be used towards the development or construction of parks, open spaces, sidewalks, trails, or bridges. They may also be used to upgrade parks, provide new park equipment, and improve accessibility. HUD distributes funds to each State based on a statutory formula which takes into account population, poverty, incidence of overcrowded housing, and age of housing.

Land and Water Conservation Fund- State Parks and Recreation:

These funds are administered by the Utah Division of Parks and Recreation; but they come from the National Park Service directly to the state to be used exclusively for outdoor recreation. Projects may include acquisition of land, building or repairing recreation and park facilities, provide riding or hiking trails, enhance recreation access, and provide other recreational programs and facilities. The program is set up as a state matching-grants program. Every state receives allocations of the Land Water Conservation Funds based on population.

Salt Lake County:

Salt Lake County has stated that is a strong supporter of open space preservation and recreation programs with the development of the Zoo Arts and Parks (ZAP) tax authorization. Additionally the County has set aside funds specifically for the protection and acquisition of open spaces. The city should work to be recognized by the County as an appropriate recipient of ZAP funding.

Riverway Enhancement Program- State Parks and Recreation:

Riverway Enhancement Program funds are available to state agencies, counties, cities, and towns for property acquisition and/or development for recreation, flood control, conservation, and wildlife management along rivers and streams that are impacted by high-density populations or are prone to flooding. Public outdoor recreation is the primary focus of projects. The State Park Board awards these 50/50 matching grants based on recommendation of the Riverway Enhancement Advisory Council and the Division of Parks and Recreation.

Non-Motorized Trails and National Recreation Trails- State Parks and Recreation:

The Division of Parks and Recreation encourages the development of a statewide trails system through matching funds for trail development. Only multiple-use, non-motorized trails are considered for the program. The program provides money to renovate and construct trails, acquire trailheads, property, and trail corridors.

LeRay McAllister Critical Land Conservation Funds- Quality Growth Commission:

The LeRay McAllister Critical Land Conservation Fund is administered by the Utah Quality Growth Commission and provides funding each year to preserve or restore critical open or agricultural lands in Utah. Money from the fund must be used to preserve or restore open lands. Applicants must provide matching funds equal to or greater than the amount of the money received from the fund. Funds must be spent within one year of the date of the grant award. Fee simple purchase of land may not exceed 20 acres. Purchases of conservation easements or restoration projects are exempt from this restriction.

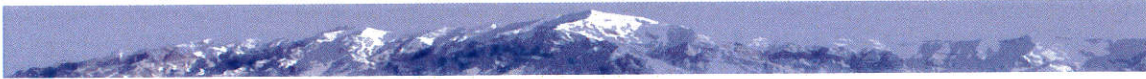
Congestion Mitigation/Air Quality:

The Congestion Mitigation and Air Quality (CMAQ) program is intended to realign the focus of transportation planning toward a more inclusive, environmentally sensitive, and multimodal approach to addressing transportation problems. It provides \$6.0 billion in funding for surface transportation and other related projects that contribute to air quality improvements and reduce congestion. Salt Lake County receives CMAQ funding, and the Wasatch Front Regional Council programs these funds. Bicycle and pedestrian facilities have been built all over the nation using these funds.

Transportation Enhancement Funds:

TEA-21, or the Transportation Equity Act for the 21st Century (scheduled to be renewed by Congress under a new name in mid 2005), provides federal funding through the Surface Transportation Program. Through the Surface Transportation Program, the city can apply directly for funds to pay for projects and programs that are transportation related with an emphasis on reducing auto trips, enhancing safety and providing intermodal connections. Although this federal funding source is traditionally used for transit and highway improvement, bicycle and pedestrian facilities are eligible activities.

Appendix C



Affordable Housing Programs

Housing Resources and Programs

For cities to maintain a variety of housing programs available to help maintain the city's present affordability and to assist moderate- and low-income persons in obtaining affordable housing. Municipalities are encouraged to utilize the programs offered by the Utah Housing Corporation and the Department of Community and Economic Development to assist in establishing and maintaining a reasonable amount of affordable housing.

Preserving the Existing Stock

ASSIST Inc

ASSIST Inc provides immediate attention to serious housing conditions that affect the health, safety and well-being of low income residents. Eligible work includes plumbing, heating and electrical problems, leaky roofs, minor structural problems and accessibility modifications for people with disabilities. This program is available to senior citizens, low and fixed income homeowners, buyers and in some cases renters. ASSIST can be contacted at (801) 355-7085.

Salt Lake Community Action Program (SLCAP)

Salt Lake Community Action Program (SLCAP) is a non-profit agency that provides services aimed at helping low-income people become self-sufficient. The tenant home maintenance project provides counseling assistance to low-income families who are at risk of eviction because they lack basic home-maintenance skills, such as cleaning and upkeep of the housing unit. Counselors work one-to-one with the clients until the problem is solved at no cost to the property owner. SLCAP also offers a weatherization program to help residents lower their utility bills and improve the comfort of their homes. SLCAP can be contacted at (801) 359-2444

HOME, Investment Partnership Acts

The HOME, Investment Partnership Acts were established to develop and support affordable rental housing and home ownership mainly through the rehabilitation of existing units rather than new construction targeting low and very low-income households. This grant program is flexible in allowing participating jurisdictions to decide the most appropriate use of money in their communities. The program requires that at least 90 percent of the rental assistance be targeted to households with incomes no higher than 60 percent of the area median. Participating jurisdictions are required to match 25 percent of the federal funds used. This program is typically administered in conjunction with other non-profits. More information can be found at <http://www.hud.gov/offices/cpd/affordablehousing/programs/home/index.cfm>.

HUD's Title I program

"Insures loans to finance the light or moderate rehabilitation of properties... This program may be used to insure such loans for up to 20 years on either single- or multi-family properties. The maximum loan amount is \$25,000 for improving a single-family home." More information can be found at http://www.hud.gov/offices/hsg/sfh/title/ti_home.cfm.

HUD's 203k Rehab program

The borrower can get just one mortgage loan, at a long-term fixed (or adjustable) rate, to finance both the acquisition and the rehabilitation of a property.

To provide funds for the rehabilitation, the mortgage amount is based on the projected value of the property with the work completed, taking into account the cost of the work.

To minimize the risk to the mortgage lender, the mortgage loan (the maximum allowable amount) is eligible for endorsement by HUD as soon as the mortgage proceeds are disbursed and a rehabilitation escrow account is established. At this point the lender has a fully-insured mortgage loan. More information can be found at

<http://www.hud.gov/offices/hsg/sfh/203k/203kabou.cfm>.

Community Development Block Grant

The Community Development Block Grant (CDBG) program is a federal entitlement grant program for urban communities seeking to revitalize neighborhoods, improved community facilities, prevent and eliminate slums, aid low- and moderate-income families, and promote economic development.

One recommendation to ensure that CDBG funds are spent efficiently and according to the will of the citizens is to follow the example of other towns, which have set up a Community Development Advisory Committee Board (CDAC) to establish priorities and policy on CDBG spending. Often groups such as low-income housing rehabilitators submit applications for projects to be funded with CDBG monies. It would be an important role of the CDAC board to recommend for or against such applications. It is important to establish a policy of funding housing projects with CDBG funds. In addition, a CDAC board could ensure that funds are spent only in low-income areas, and in this way account to the federal CDBG providers.

Special Needs

Utah Assistive Technology Foundation (UATF) provides assistive devices and services, including home modifications to those who are disabled. The goal of UAFT is to assist those who are disabled in Utah to enhance their independence, education, employment and quality of life. Zions Bank provides zero interest loans for all approved UATF projects. UATF can be reached at (800) 524-5152.

Lifecare

Lifecare was established to maximize the independence of older people and people with disabilities by providing lawn care, yard clean up, and snow shoveling for County residents over the age of 60. They also coordinate a number of home repair and maintenance projects through their Volunteer Ventures program. Lifecare can be reached at (801) 978-2452.

Section 202 Loans for Housing the Elderly.

The HUD Section 202 program offers capital advances to finance the construction and the rehabilitation of structures to serve as supportive housing for very low-income elderly persons. It also provides rent subsidies to help make the projects affordable. If the project serves very low-income elderly persons for 40 or more years, the capital advance does not need to be repaid.

Salt Lake County Housing Authority

The Salt Lake County Housing Authority also offers several programs targeted to those with special needs such as homeless or disabled persons.

Home Ownership

Cottonwood Heights could choose to directly subsidize the purchase of homes within the city limits. The city could target certain areas that could benefit from increased community investment

APPENDIX C

that comes from home-ownership. One such program is funded by the City of Logan. The program is known as "Welcome Home Own in Logan" and is administered by the Logan-based Neighborhood Nonprofit Housing Corporation. (The City of St. George funds a similar program.) Funding is provided by Logan City through the use of CDBG funds. The program is designed to encourage home ownership in Logan and is targeted to first-time homebuyers with incomes below 80 percent AMI. Assistance comes in the form of a \$5,000 subsidy, which can be used to pay for down payment and/or closing costs. If the home is owner-occupied for five years, the subsidy is fully forgiven. Although not currently available, in the past, the purchaser has also received a grant of \$600 to be used for miscellaneous expenses incident to first-time homeownership. The Neighborhood Nonprofit Housing Corporation has indicated a willingness to share documents and provide other assistance should Cottonwood Heights decide to initiate a similar program.

Community Development Corporation of Utah (CDC)

Community Development Corporation of Utah (CDC) provides neighborhood homeownership for those shut out of the housing market, and market rate buyers. The Affordability Project is an innovative initiative designed to reduce the cost of homes in all phases of development and construction to serve those families that are hardest to serve - those with very low incomes and/or those with special needs. Through the Neighborhood Home Ownership program the CDC builds new homes and rehabilitates existing housing then works with interested low-income homebuyers to help them qualify to purchase these homes. The CDC also administers federally funded loan/grant down payment assistance programs in various areas. The goal of the program is to assist eligible homebuyers to purchase single-family homes with the help of down payment and closing cost assistance.

The CDC also administers a home improvement program for income eligible homeowners, whose homes are in need of repairs and need help financially to get the work done. Homeowners must simply submit an application to access this program. CDC also maintains a materials and supplies warehouse to help low-income families. All materials are donated or purchased at cost and are available to any sponsored CDC client. CDC can be contacted at (801) 994-7222. The warehouse can be contacted at (801) 487-6275.

Habitat for Humanity

Habitat for Humanity provides housing for people who are inadequately housed and who lack the resources to improve their situation through conventional means. Habitat does not charge interest on their loans, and the monthly mortgage payments are lower than standard mortgage loans. Habitat for Humanity can be contacted at (801) 463-0554.

Utah Housing Corporation ("UHC")

Utah Housing Corporation ("UHC") is a public corporation that assists in the creation of affordable housing opportunities for lower and moderate income households across the state. UHC offers a number of loan programs for first-time and low or moderate-income homebuyers to consider when applying for a home loan. Utah Housing Corporation can be contacted at (801) 902-8200. UHC programs are as follows:

- *FirstHome* is a home ownership assistance program offered by the Utah Housing Corporation (UHC). First-time homeowner loans are available at below-market interest rates for qualifying applicants. The maximum purchase price may not exceed the price and income limits set by UHC. Currently the price limit is \$232,750 and the income limit is \$70,000 for households with more than three persons. Approximately 63 percent of Cottonwood Heights single-family homes are below the price limit.
- *FirstHome Plus* is another home ownership assistance program offered by the Utah Housing Corporation. The CHAMP loan offers down payment and closing cost assistance in the form of a second mortgage.

- CROWN is a lease-to-own program developed by the Utah Housing Corporation (UHC) to bring home ownership within reach of very low-income households that are willing to make a long-term commitment to the community. Cities and counties cooperate with UHC to make land available to construct homes. UHC then leases these homes to those household within the 50 to 55 percent of AMI range. CROWN creates permanent home ownership opportunities by utilizing Low Income Housing Tax Credits to construct new, affordable single-family detached or attached homes. Lease payments last until the fifteen-year tax credit period expires. At this point, residents have the option of purchasing the home at a very attractive price through a low-interest UHC mortgage loan. The qualified low-income residents who become homeowners through the CROWN program are also eligible to receive training in the areas of housekeeping, home maintenance, and basic budgeting.
- The Utah Housing Corporation also sponsors other specialized programs including the REACH and ECHO programs, both of which construct new modest homes for low and moderate-income persons.

Rent Assistance

Subsidized and Special Needs Housing Database

The Utah Department of Community Development manages the Utah Subsidized and Special Needs Housing Database, which is an easy to use resource that helps individuals and families identify the availability of different kinds of rental housing depending upon their specific needs. All multiple-family rental housing that has reduced rents is listed (by location and type) and will show the rent as a percent of income. The database will also show the number of currently vacant apartments at each listed property. The database can be accessed at the following address: <http://webapps.dced.utah.gov/shod/execute/search.jsessionid=6CBA6B65E2CA32F1076D841C8FF99EF5>

Section 8 Housing Certificates and Vouchers.

The Section 8 program provides rental payments and assistance to households with annual incomes of below 50 percent of the area median income. Rental assistance payments are made directly to private owners who lease their units to assisted families. The tenant is only required to pay 30 percent of his or her monthly-adjusted gross income for rent and the balance of the contract rent is paid by the federal government to the owner of the rental unit. Rents cannot exceed Fair Market Rents ("FMR") established by HUD for the area. The certificates and vouchers are issued by the Salt Lake County Housing Authority (284-4420, <http://www.hacsl.org/>). Program participants may rent units whose rents exceed the FMR, but the balance must be paid by the recipient.

Table C.1 lists the Fair Market Rents applicable in Cottonwood Heights. (Note that these rents should not be confused with either the 80 percent affordable rents or with the current market rents described previously. Rather, these are the maximum rents for apartments rented under the Section 8 Voucher program; HUD will reimburse the landlord for up to 70 percent of these amounts.

Table C.1 U.S. Department of Housing & Urban Development Fair Market Rents for Salt Lake City - Ogden MSA					
	0 Bedroom	1 Bedroom	2 Bedrooms	3 Bedrooms	4 Bedrooms
Fiscal Year 2005	\$520	\$579	\$682	\$960	\$1,118

Source: HUD

Public Housing

APPENDIX C

The Salt Lake County Housing Authority owns several public housing units throughout the County, but only six of these units are located in Cottonwood Heights. The units are available to households with incomes below 50 percent of AMI. Families in these units pay 30 percent of their income for rent and utilities.

Other Resources for Affordable Housing Development

Low Income Housing Tax Credits ("LIHTC")

The federal government has developed a program to encourage the construction, rehabilitation and preservation of rental housing for very low, low and moderate-income households. This program makes approximately \$4.3 million available annually to the State of Utah. The LIHTC program is administered by the Utah Housing Corporation (UHC), which determines the amount of tax credit available to applicant projects and operations and on the percentage of the project that will be restricted to low income tenants. The program limits rents on the units and also limits the incomes of the tenants. The UHC establishes maximum rents in accordance with HUD standards. Projects receiving LIHTC must maintain the status as a low-income project for a minimum of 15 years. Currently there are no LIHTC projects in Cottonwood Heights.

The LIHTC program provides a credit equal to nine percent of the construction cost for new construction or substantial rehabilitation for projects which do not use other federal assistance and a four percent credit for acquisition of existing projects and for those projects which use other federal subsidies (CDBG excluded). Credits are claimed annually for ten years. The credits may be used by the owner of the property or sold through syndication.

Olene Walker Housing Loan Fund

The Olene Walker Housing Loan Fund is comprised of state appropriations and federal funds to provide loans at below-market interest rates for the construction of affordable housing. The majority of projects built using this fund are multi-family. While the majority of the fund is used for loans, a small amount of the fund is available for grants.

Table C.2 Salt Lake County Housing Improvement Agencies		
Organization	Services Offered	Contact Information
Salt Lake County Community Resources and Development	The Division of Community Resources and Development's mission is to increase the livability and quality of life in Salt Lake County neighborhoods. The Division provides programs and services which revitalize, upgrade and beautify neighborhoods, expand the supply of decent and affordable housing, and educate people about how to utilize their resources for maximum benefit.	(801) 468-3246
Community Development Corporation of Utah ("CDC")	The CDC constructs or rehabilitates homes and sells them to low-income families. The CDC also provides down payment assistance. In addition, the CDC maintains a materials and supplies warehouse for low-income families.	(801) 994-7222
Habitat for Humanity	Habitat for Humanity provides housing for people who are inadequately housed and who lack the resources to improve their situation through conventional means. They may build a new home, or rehabilitate an existing house.	(801) 463-0554
Neighborhood Housing Services (NHS)	NHS provides loans for low-income, first time home buyers and rehabilitation services. NHS also provides youth employment programs, pre-ownership classes and an annual volunteer painting program.	(801) 539-1590
HUD (HOME) program)	HOME was created to develop and support affordable rental housing through rehabilitation of existing rental properties. http://www.hud.gov/offices/cpd/affordablehousing/programs/home/index.cfm	http://www.hud.gov/offices/cpd/affordablehousing/programs/home/index.cfm

Table C.2
Salt Lake County Housing Improvement Agencies

Organization	Services Offered	Contact Information
Utah Housing Corporation (UHC)	UHC is a public corporation created by the state of Utah to assist in the creation of affordable housing opportunities for first-time, low-income, and moderate-income homebuyers.	fm (801) 521-6950
Fannie Mae	"[Fannie Mae] provide[s] financial products and services that make it possible for low-, moderate-, and middle-income families to buy homes of their own. [Fannie Mae] works to make sure mortgage money is available for people in communities all across America. [Fannie Mae] do[es] not lend money directly to home buyers. Instead, [it] works with lenders to make sure they don't run out of mortgage funds, so more people can achieve their goal of homeownership." http://www.fanniemae.com/aboutfm/index.jhtml?p=About+Fannie+Mae	(972) 773-4663

